

Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

1.9
Ag81Ep
1935

UNITED STATES
DEPARTMENT OF AGRICULTURE
LIBRARY



BOOK NUMBER

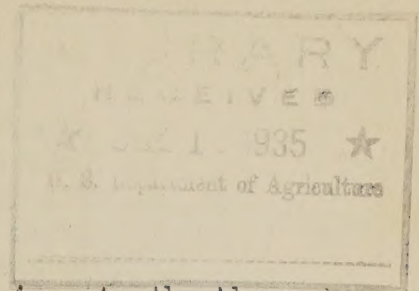
1.9

Ag 81 Ep

1935

gpo 8-7671

1935
GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE
ELEMENTS OF PERSONNEL ADMINISTRATION



First Problem

There were hundreds of interesting answers given to the three questions, but to me they were surprisingly uniform. The first two were answered in the lecture so for them the uniform answer was to be expected. The third question involves factors not yet covered, and in fact, that will not be covered in any one lecture. The second lecture probably will come as near it as any, but lectures three and four will also contribute to it so possibly by that time our answers would still be uniform - but different.

A very large proportion looked at the question purely from the viewpoint of the interest of the employee. Is the interest of the employee the only interest to be considered in good personnel administration? What about the interest of the supervisor? And the interest of the employer? Whether in Government or in industry employees are hired not to advance themselves but to help in the accomplishment of an objective. Then why should not this objective be given first consideration?

It is generally true that the objective will be advanced most when employees are used on the highest type of work for which they are prepared and for that reason the best trained employee should usually be advanced. Anyhow, as nearly everyone said, it is a good thing to have an understanding with the boss. A supervisor, like the rest of us, is inclined to look at things from his own point of view, but mostly they can see yours also if given the opportunity. The following are selected as typical answers:

ANSWERS TO PROBLEM ONE

1. Foreman
 2. Constructive and developmental
 3. He should use his intelligence more and his emotions less. Also, he should frankly face the facts or situation in a cooperative spirit with his supervisor.
-
1. Weak - takes easiest method. Not human enough - not fair to employees. Should give opportunity for transfer. Should be entirely frank.
 2. Frank and above board discussion - real leadership.
 3. Frankly discuss and ask about the reasons. Telling supervisor the way he feels about it. Should be on terms so he can relieve himself of his burdens to the supervisor.
-
1. Foreman
 2. Developmental
 3. Transfer or bring case before reclassification board.

1. As a repressive supervisor
2. Constructive supervision
3. The employee should place the general welfare of all his group ahead of his own ambitions, but he should also take proper steps toward reaching the goal he conscientiously feels himself fitted and worthy for achieving.

1. Selfish and shortsighted
2. Constructive
3. Appeal to the chief next above his supervisor in whom he has confidence - talk over his problem and ask for a transfer to another section. Regardless of whether the supervisor or the clerk is at fault it is not probable that future relations between the two would be conducive to business happiness.

1. Repressive and corrective type of supervisor.
2. Needs constructive supervision and advice as to how he may personally develop himself and his contacts.
3. Employee should study his job and himself and broaden his contacts in this line of work. He should develop certain aims and seek transfer to units where his interest might be better developed and appreciated. He must not depend on others, but on himself.

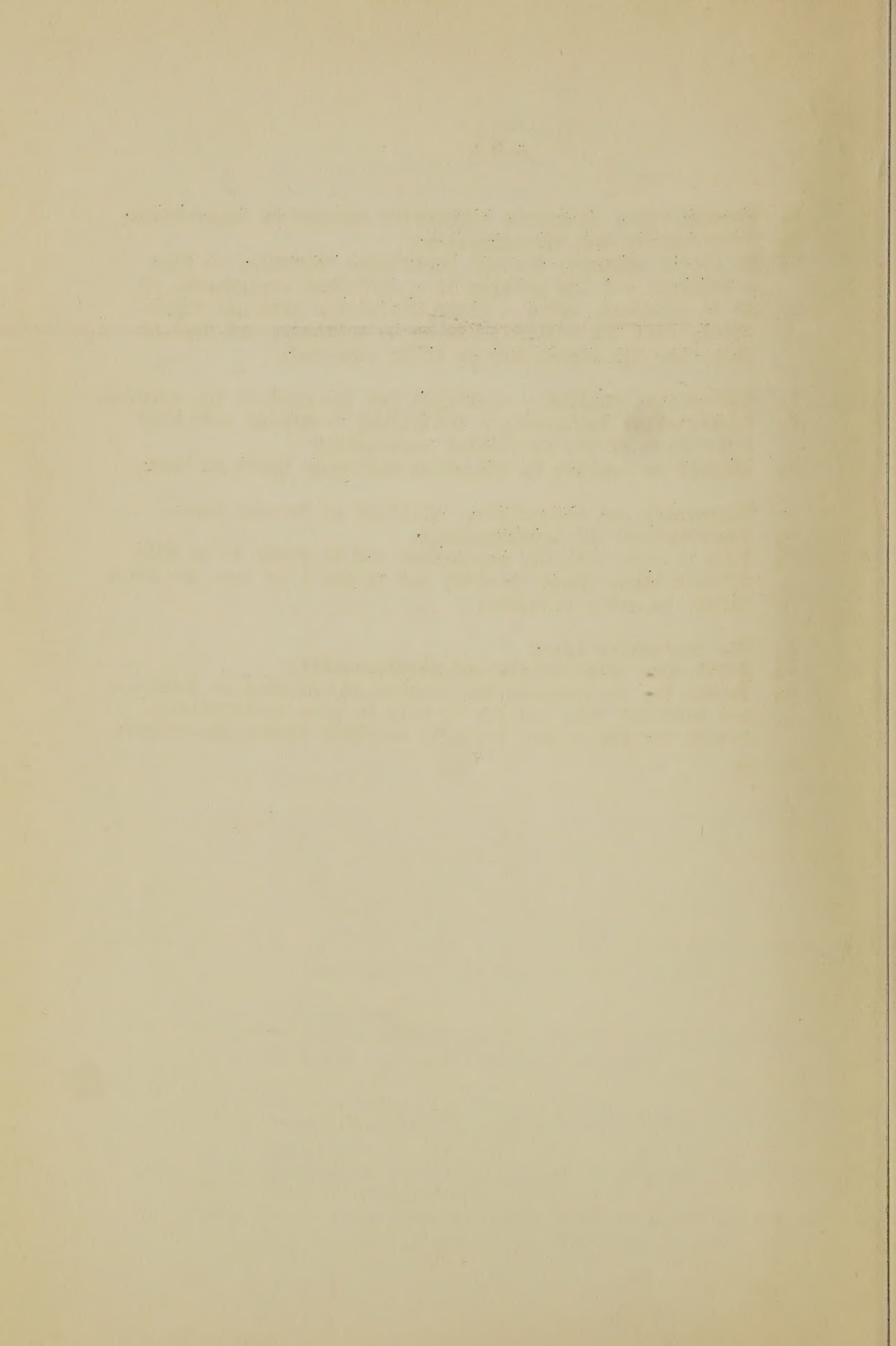
1. Repressive
2. Leadership
3. Find out about it.

1. Repressive and corrective chiefly. Not enough developmental
2. Constructive and developmental supervision.
3.
 - a. He should do his best work.
 - b. He should improve in his personal relations with the boss.
 - c. Get the boss to become more in sympathy with the employee's desire for promotion.
 - d. He should have the boss see and acknowledge that the employee is qualified for promotion.

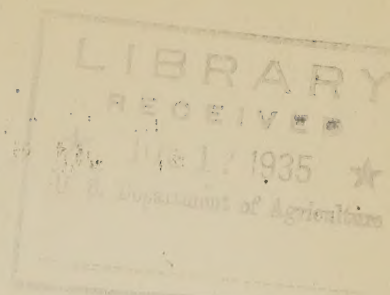
1. Foreman type.
2. He should be allowed to go if it would be possible.
3. He could not do anything in my office.

1. Foreman using repressive methods - own interest that of turning out work in his department above good of the employee.
2. Leadership - aid in creation of greater interest in the work at hand.
3. Go to supervisor and have heart to heart talk - ask definitely how his work is regarded - what his chances are.

1. Foreman type, following repressive pattern of supervision.
 2. Constructive and developmental.
 3. He should attempt, through legitimate channels, to find a solution for his problem in a different assignment, if it is apparent, after a frank discussion with his supervisor, that the situation is as he believes, and that no help from his supervisor is to be expected.
-
1. Repressive, selfish - no regard for the good of the service.
 2. Constructive leadership - individual treatment with consideration of his particular personality.
 3. Attempt to improve by education and other means at hand.
-
1. Repressive and corrective. Military or foreman type.
 2. Constructive and developmental.
 3. Talk it over with his supervisor and be ready to do this without bias. Keep cheerful and if No. 1 is true use every effort to get a transfer.
-
1. The repressive type.
 2. Needs more constructive and developmental.
 3. Should try to overcome the complex of thinking he does his work too well and try to help be more constructive. Should develop a more friendly attitude toward supervisor.



98168
1935
GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE
ELEMENTS OF PERSONNEL ADMINISTRATION



Personnel Problem No. 2

Again our problem is based on an actual case, but a case that represents a type of case common to all organizations. This makes it a common problem worthy of common consideration. The answer is given in part in this lesson. Some elements of the problem will come up in future lessons, but this week we want to concentrate on it from one point of view. In this case, "supervisor" means the immediate superior by whatever official title he may be called. The case is this:

An employee had been getting along very well on a job and felt that he was a success.

Then for some reason the supervisor was changed. With the change in supervisors there was a change in policy.

Also there was something of the "new broom sweeps clean" effect felt at least by some of the employees.

Then there came reversals of longstanding policy. Things formerly considered good and worthy of commendation, now became poor and subject to supervisory criticism.

Then followed on the part of the employee first a feeling of disappointment, then disillusionment, sullenness, and finally bitterness.

Looked at either from the viewpoint of the employee, the supervisor, or the employer, it is an undesirable situation.

One solution would be to "fire" the employee. But that is unfair. He is a good man with a good record. Another would be to fire the supervisor. But this too is undesirable. He too is a good man with a good record in other cases. Either of these solutions would be evading the issue, not solving the question.

Looking to another solution, please answer the following questions:

1. Who is to blame? Supervisor _____, Employee _____, Both _____?
2. Is the question of giving and following orders involved? Yes _____
No _____.
3. From where should an order come, according to mimeographed discussion by M.P. Follett? _____.
4. From where did it come in this case, apparently?

THE HISTORY OF THE
CITY OF BOSTON
FROM THE FIRST SETTLEMENT TO THE PRESENT TIME

CHAPTER I.

THE first settlement in the city of Boston was made by a small party of Englishmen, who arrived in the year 1630, under the command of Mr. John Winthrop. They were accompanied by a large number of women and children, and they were determined to establish a permanent settlement. They found the land very fertile, and they were well received by the Indians. They soon began to build houses, and they soon had a large number of people living with them.

The first church in the city was founded in the year 1630, and it was called the First Church in Boston. It was founded by Mr. John Winthrop, and it was the first of many churches that were founded in the city.

The first school in the city was founded in the year 1630, and it was called the First School in Boston. It was founded by Mr. John Winthrop, and it was the first of many schools that were founded in the city.

The first hospital in the city was founded in the year 1630, and it was called the First Hospital in Boston. It was founded by Mr. John Winthrop, and it was the first of many hospitals that were founded in the city.

The first library in the city was founded in the year 1630, and it was called the First Library in Boston. It was founded by Mr. John Winthrop, and it was the first of many libraries that were founded in the city.

The first college in the city was founded in the year 1630, and it was called the First College in Boston. It was founded by Mr. John Winthrop, and it was the first of many colleges that were founded in the city.

The first university in the city was founded in the year 1630, and it was called the First University in Boston. It was founded by Mr. John Winthrop, and it was the first of many universities that were founded in the city.

The first academy in the city was founded in the year 1630, and it was called the First Academy in Boston. It was founded by Mr. John Winthrop, and it was the first of many academies that were founded in the city.

The first seminary in the city was founded in the year 1630, and it was called the First Seminary in Boston. It was founded by Mr. John Winthrop, and it was the first of many seminaries that were founded in the city.

The first theological school in the city was founded in the year 1630, and it was called the First Theological School in Boston. It was founded by Mr. John Winthrop, and it was the first of many theological schools that were founded in the city.

The first law school in the city was founded in the year 1630, and it was called the First Law School in Boston. It was founded by Mr. John Winthrop, and it was the first of many law schools that were founded in the city.

The first medical school in the city was founded in the year 1630, and it was called the First Medical School in Boston. It was founded by Mr. John Winthrop, and it was the first of many medical schools that were founded in the city.

The first engineering school in the city was founded in the year 1630, and it was called the First Engineering School in Boston. It was founded by Mr. John Winthrop, and it was the first of many engineering schools that were founded in the city.

1935
GRADUATE SCHOOL

DEPARTMENT OF AGRICULTURE

ELEMENTS OF PERSONNEL ADMINISTRATION

ANSWERS TO PROBLEM No. 2

It is probable that many of the differences in answers are due to our different interpretations of the case and what it involves. It is, of course, impossible to give all the facts that have a bearing on the way a case should be handled. All we can do is to give some of the outstanding facts, then in interpreting it, each of us will be apt to think of it in relation to some similar case we have known.

For example, in this case quite a number understood that the change in policy came down from an executive higher up and that the supervisor merely transmitted the order to the employee. Such cases do occur, and when they do, both supervisor and employee must recognize it, accept it as a part of the situation, like the weather, unless there is something that can be done about it.

For example, take promotions during the last two years. The order came down from Congress. Your supervisor could do nothing about it.

But this case is not like that. As I understood it the supervisor and employee were not in grades near the bottom but near the top. Presidents and general managers deal with the same type of human reactions and need to observe the same guiding principles as do section chiefs and their employees. To illustrate this universal application of principles was one reason for the selection of this problem.

A few in answer to question seven thought the difficulty was due to "bossism", "domineering attitude," "lack of tact," or unintelligent supervision." As I understand the case, these things do not apply. Both very likely had had these rough corners worn off by experience and both probably recognized in a general way that the situation should govern, or that a policy should be adapted to the situation as it exists.

The trouble seems to have been that they were looking at the situation from different viewpoints and neither was seeing the situation as the other saw it, and probably was not seeing the entire situation at all. The "supervisor" from his new viewpoint saw things that the employee was not seeing or not giving sufficient weight. But to the supervisor they indicated a line of action which he thought ought to be clear to everyone; therefore he didn't bother to explain. The employee thought, possibly knew, that some important factors of the situation were being overlooked. What was needed was a careful analysis of the entire situation wherein all factors would be given consideration.

Usually when this is done the employee and the supervisor can agree on what should be done. Where they cannot agree, each will respect the other's point of view, and each will recognize that the responsible officer should make the decision.

An analytical study of the situation to determine what should be done in a given situation involves more than just a "frank discussion" or a "pooling of ideas." Frequently it involves tests and sometimes research. For example, the productive value of explaining the purpose of orders as against just orders has been tested many, many times. In most cases, however, it is a relatively simple procedure to determine what the situation demands - that is, what should be done. In this case, since policy rather than method was involved, it is probable that the situation was complex, involving many intangibles.

While, as in one case handed me, a supervisor may tell an employee that he is not expected to think, in reality no supervisor wants you to take that literally. What he has in mind is probably the same thing Dryden was thinking of when he said, "How many never think who think they do!"

Here are some of the answers: For 1, nearly all checked "both." In 2, an even greater number checked "yes."

In reply to 3, I think everyone said "from the situation," although one qualified her answer by saying she didn't believe it.

For question 7, the following are selected almost at random.

"Each was ignorant of the objective of the other, the employee evidently being without a knowledge of the reasons for the change in policy."

"The supervisor tried to make a complete change without preparing the way for the reception of his changes."

"Orders were not depersonalized."

"Because each was thinking of his own desires and opinions as the best procedure."

"They were not united in their vision and purposes with regard to the work; the new was superimposed upon the old without adequate explanation."

"An effort to change too abruptly habit-patterns of long standing without previously preparing the ground by enlisting approval and cooperation of employees produces reactions mentioned in paragraph 5 of problem."

"Because employees felt that there were no good reasons behind changes from the old to the new procedure."

"The failure on the part of both to recognize the fact that they had been trained differently."

For question 8, only one or two suggested the possibility of going over the head of the supervisor. This is quite different from the reaction to problem one. There a great many suggested it. Before you actually attempt to solve some of your own problems in that manner, I hope you will read Chapter X in the "Technique of Executive Control" by Schell - P.K.

GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE
ELEMENTS OF PERSONNEL ADMINISTRATION

LEADERSHIP vs COMMAND

Your analytical statements on command and leadership were interesting and covered the subject remarkably well. I thought at first that I would have some of them reproduced for you, in order that you might see what others had said. It seems best, however, just to comment on some of the outstanding differences.

The chief difference of opinion is with regard to the advantages of command. Quite a number are unable to see any advantage, while others believe that command has an advantage in cases where quick action is required, as in emergencies, or where there is not time for the leader to establish a leadership relation with those from whom action is required. Also, there is an advantage with a certain class of individuals that are not easily led. Where leadership fails, command will get some results. This, I believe, is in line with the position of most industrial relations experts.

Another opinion expressed by only a few is that the ignorant and uninformed are the most difficult to lead. The majority opinion seems to be that just the reverse is true.

Command has another advantage in that it is the more easily learned. It does not require the intelligence or the skill and training. Therefore, when leaders are not available one must resort to command. It does not follow that command at its best does not require a high degree of intelligence.

Quite a number believe that command will secure greater production. I find statements such as these, "Pressure may increase volume production," "Gets results," "Gets work done quickly." Now, if this were true there would be few advocates of leadership. The objective of both is to turn out the work. But actual tests, following research methods, have shown that, for men working in groups, force or command, that type of pressure can produce only about fifty per cent efficiency. No matter how great the pressure, human nature is such that it manages always to hold back a reserve. Some individuals may be pushed too hard but not the group. Industry is looking for leaders because they produce. As said before, some people refuse to be lead and for such fifty per cent is a lot better than nothing.

Then I find such statements as these: "Command puts welfare of organization first" and that leadership "emphasizes morale and loses sight of end and aim." The first of these statements is true but it applies also to leadership. To lead, one must be going somewhere. Morale cannot be high

unless the employees believe in the objective. Morale, like good working conditions and contented workers, is a by-product not an end in itself. Each one of us must remember that the organization comes first. Jobs do not exist (except in relief work) for the benefit and individual happiness of employees but for the furtherance of an objective. This is just as true in government work as in industry. Only government work has the advantage that the objective usually has more appeal.

It so happens that I will contribute more to the objective under one set of conditions than I will under another. If you are my boss it is your job to find that set of conditions. On the other hand, if you cannot find it with reasonable effort and I do not produce to standard then the job should go to someone else. In other words, the good of the organization must come first.

There may be exceptions to this general rule. For example, there are people so inefficient that it does not pay to keep them. But an organization that refuses to employ its share of such individuals is shirking a part of its responsibility to the community.

GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE
ELEMENTS OF PERSONNEL ADMINISTRATION

Personnel Problem No. 3

Out of the nearly 300 cases handed in I have selected four for your consideration. Everyone of the 300 are good practical cases for consideration. Some indicate faulty supervision and others a decidedly wrong attitude on the part of employees. Neither a business enterprise nor a Government department is run for the convenience and satisfaction of the employee. Each has an objective-- something to be accomplished. The employees of either, both supervisor and supervised, should give the carrying out of this objective always first consideration. The welfare of individual comes second. It is true as has been stated that the real leader tries to make employees enjoy their work, but the enjoyment is a means not an end.

However, let the very best leader do the best he can, there will still remain some hard, disagreeable jobs that someone must do. And try as we will, it is not always possible to prove that the other fellow should do them.

The full solution of these problems has not yet been covered in our lectures. For the present we need consider them only insofar as we have gone. First we had the value of leadership over command; next we had the development of the idea that "the situation gives the order." That is, if the supervisor and the supervised would each analyze the situation they would each come to the same conclusion as to what should be done. So the order does not in reality come from the boss; he merely expresses the need of the situation.

In our third lecture we had discussed some of the methods that help to make the work interesting. These are sometimes segregated into four groups. First, the financial incentive. It has its place, but its application in Government work is limited. Next comes craftsmanship. This means that the supervisor can take advantage of our instinctive pride in good workmanship to get us to do more and better work.

Third and most powerful of all is our "need for social respect." We all want to "be somebody" in our community and "amount to something." Then fourth comes loyalty. Not so much loyalty to the boss or the department as to the idea or objective -- the thing the group or department is trying to put over.

Consider these problems primarily from what we have learned in these three lectures. Possibly before writing your size-up of the situations involved, you would like to read:

"Organization Engineering", by Dennison, pages 63 to 104.

"A Personnel System for the Federal Civil Service,"
Chapter 6, also page 174.

"Handbook of Business Administration," page 1168.

"The Taylor Society Bulletin," June 1930, article by
Whiting Williams, page 182.

"Technique of Executive Control," Chapter 4.

PROBLEM I

What method is suggested of handling an employee, now in a minor (grade 2) clerical position in this Department, who formerly held for years a supervisory position in another Department, with complete charge of about 100 employees (but which position has been abolished), and who continually reminds everyone in the office of the important position she is accustomed to hold. thereby making herself very obnoxious to everyone in the office?

PROBLEM II

A girl I know started working at Grade 1, \$1260, and a few months after her probation period (six months) was finished she was promoted to Grade 2, stenographic. This girl entered Government service about 5 years ago. For the past 4 years and a few months she has been working at \$1440. She is always complaining because her Bureau won't "give" her Grade 3 (CAF 3). She does nothing to improve herself in the way of education and yet she expects them to "give" her a raise.

PROBLEM III

On a certain work project, the supervisor divided his crew into two groups, a slow group and a fast one. The fast group did 800 units a day and the slow group, 600. The pay in each group was exactly the same, yet the men considered it a privilege to be promoted from the slow group to the fast one and would do most anything to hold their place once having reached the fast group. Yet in reality all there was to it was a chance to do a third more work for no more pay. Why was it?

PROBLEM IV

A young man was employed as an accountant in a certain bureau of one of the Government Departments. He was classified as an accountant, and as such expected this particular kind of work.

Upon employment he was given clerical work, which was named audit of vouchers. There was some satisfaction gained by the young man for the first few months, but thereafter he became irritable and very dissatisfied and continued to be so for the entire year.

The type of person in the position of executive was one of the military type.

What in your opinion could be done to clear the trying situation?

QUESTIONS

1. Does the solution to Problem One come within the scope of the methods discussed in lectures so far? State briefly how it might be approached.

2. What is the problem in Problem Two, or is there one? What "order" does the "situation" seem to indicate? Do you think it has ever been analyzed by either the supervisor or the employee? Or is it a case of finding the proper incentive? What would you suggest?

3. What incentive do you think was used in Case Three? Does it depend on "leadership" or "command" or neither? How in your opinion was it done? Be brief, please.

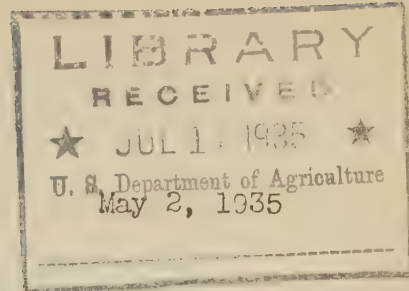
4. Without knowing more about it, in Problem Four would you say the chief difficulty is in the supervisor or the employee? Is there anything in our lessons so far that might help either or both to a better understanding of the situation and thereby to a solution?

With several hundred papers handed in there is a chance that the longest papers will not be read. That, I presume, might be called Problem Five. Anyhow, one way or another, please think about these cases, analyze them and then express and hand in your comments.

P.K.

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration



PROBLEM 3, DISCUSSION OF: PROBLEM 5

Discussion of Problem 3

In our discussions of the cases given, there is considerable difference of opinion due largely to differences in interpretation. As I suggested in a previous lesson, when one is given such a meager factual basis, one tends to read into it other facts based on some similar situation that one has known. While your case may be similar as to the facts given, many of the contributory factors may be entirely different. So one of us will think the boss is to blame and the other, the employee.

In reading over your replies at times I get confused. We have had two fine lectures on "leadership". Everyone seems to accept the idea that the "supervisor" should be a "leader". But there our agreement seems to end. Can one be a "leader" in the abstract or does one lead somewhere? And in a Government bureau or in an industrial organization in what direction should he lead? What is his objective? If it is not toward more and better work, then what? What are we employed for? Every employee as well as every supervisor should be chiefly interested in the work, for after all, that is the only excuse for any of us being here.

I have selected quite a number of typical answers for your information. There has been no attempt to select the "best", for after all the thing that counts is your own final decisions as to what is best. Another thing you should recognize is this, your first reaction is apt to be an emotional one, but after you have expressed your feelings, you will be better able to analyze the situation on basis of its merits and arrive finally at a conclusion in which your reason, not your feelings, govern.

Here are the discussions:

CASE I

1. I think this solution has been offered. It might be approached by appealing to the person's pride. If they could be shown that their work is important they might take pride in trying to do it better, so as to impress others with their work and importance.

2. Apparently solution has not been discussed in lectures to date, however, the status of this employee does emanate from a situation which was beyond her control, and consideration should be given to this

point of view. Supervisor may improve the situation by showing an interest in this employee and acknowledging her ability and previous responsibility. At least make an attempt to arouse her interest in her present assignment -- to look ahead and not dwell on what has been.

3. Yes, because of failure of a joint study of the situation. Experience has taught me to make no reference to my former secretarial duties in industry with its annual periods of welfare activities. The average mind of Government employees is closed to all suggestions for progress, hence the inertia which exists to such a marked degree. Initiative in thought and action is barred. Let us hope a new policy will soon obtain as a result of the study of ELEMENTS OF PERSONNEL ADMINISTRATION. Moreover, there is a strong aversion towards new employees. Dr. White in his lecture made reference to the new employee.

4. The approach to the solution of this problem depends on the qualification and personality of the employee. The fact that she reminds everyone of the importance of former positions seems to indicate an unfitness for higher grade job, especially supervisory, as it shows lack of tact in dealing with others. The employee should be told frankly that it would be to her advantage to talk less of former jobs and advised to try to find an opportunity for transfer to a job which is more to her liking.

5. The solution of the problem comes only partially within the subject matter of the first three lectures. I doubt that the supervisor is involved in the problem as stated as it does not suggest failure to obey or carry out orders. The absence of the financial and craftsmanship incentive the employee has been used to has caused her to direct her energies along wrong lines. Since she has had supervisory assignments she might be appealed to on the basis that she is fostering low morale among the group. While the immediate supervisor might be hesitant to handle this situation, I suggest the situation be reported to the head of the section and allow that party to adjust the matter.

6. I believe this situation calls for real "leadership" on the part of the supervisor. It is necessary to get the employee so interested in her present job that she will feel it is as important as the old job. She feels deeply the "need for social respect", which she feels she has lost by being placed in a minor position. If at all possible the supervisor should use her as an assistant in some way, however small, or give her some portion of the work which she can feel she can do better than others.

7. Problem One comes within the scope of the methods discussed. Supervisor -- probably has paid no attention to the case. Employee -- Her attitude does not show a trait of good leadership, but the present job has given her a feeling of inferiority. She has need of "social respect" which she tries to obtain by taling of her previous accomplishments.

I suggest a conference.

If her qualifications merit a higher position, she should be permitted to advance and exercise supervisory abilities.

If she is old or incapable of higher responsibility, a conference should bring her to the proper solution of the strained situation. A change might be advisable.

CASE II

1. The solution to this problem (if there is one) is for the supervisor to try to get this girl to work in such a manner as to justify her promotion to Grade 3. In the problem given, it would seem that the girl is inclined to merely feel that she is securing a job and making no effort to actually fill or "hold it down". It does not seem that this has ever been analyzed by either the supervisor or the employee. It does not seem that the problem of incentive could enter into this, as she seems to have assumed a "don't care" attitude. I would suggest that she be transferred to some other division or department where she may "find herself."

2. It seems apparent that a wrong standard of accomplishment has grown up in this girl's mind, due to the fact that she was advanced quickly from one grade to the other at the start. Proper leadership should find the right incentive and bring the employee to a sense of pride and satisfaction in doing better work -- suggesting means of self-improvement and further education -- all of which should eventually bring the desired rating.

3. The problem in this situation is to induce the employee to give something in return for the raise to which she believes she is entitled. The "situation" indicates an "order" for her to earn that which she desires.

The situation has not been analyzed by the employee, and has been by the supervisor only to the extent that he knows she is not deserving of a higher grade.

They both should discuss the situation, and set forth clearly the improvement required as well as the financial incentive present.

4. There is a failure of the supervisor in playing up incentives other than the financial. It appears this failure started when the employee first went to work. The first promotion had the effect of setting up a financial incentive only. The supervisor should also make it clear that advancement depends on an employee not only doing the work assigned, but preparing oneself for a higher job. Should bring out that other things beside seniority are considered in making promotions.

CASE III

1. Pride of profession. On leadership. All the workers knew who of them were ranked in the fast and who in the slow groups; pride of performance urged them to desire ranking in the better class.
2. "Need for social respect". Depends on neither leadership nor command. I do not believe the situation described ever existed for long in fact. Too much like the school-marm device of putting the smart boys in the front seats.
3. Appeal was made to pride as discussed in the third lecture. Such appeal is made only through "leadership" never by "command" and pleasing results are accomplished through definite planning on the part of the supervisor and complete understanding on the part of the employee in regard to the demands of the service. It is "a happy and satisfying experience for people."
4. Leadership. Appeal to the instinctive pride in good workmanship. Desire for the prestige created by the faster group.
5. Pride, leadership, keen application of psychology.
6. The results obtained by dividing the group into slow and fast sections were based on appeal to the competitive instinct. This method may get results in an office doing great quantities of routine work but for steady year by year workers there would be an increase of dissention and personal antagonism among them as a result of such continuous exploitation. Neither leadership nor command was used, but merely exploitation of human nature in its lowest form.
7. Pride in being capable of excelling in one's work was largely the incentive used in this problem. The average individual has a desire to outdistance his fellow employees and associates in almost every endeavor. This desire does not wait for promise of material gain, but is satisfied by the knowledge that one cannot only perform the duties, but can also perform them well and more efficiently than many of his associates who are receiving the same material compensation. Pride is a stimulant not to be lost sight of by either the employee or the supervisor.
In this case the results were partially produced by a "leadership" class of supervision, rather than the "command" type. However, an employee who has the desire to excel is not entirely dependent upon any type of supervision, and with a degree of pride in his work, will succeed despite the type of supervision.
8. Most people wish to feel they are considered good workmen, and it would be intolerable to be put in a "slow group" no matter how hard one had to work. It is human nature to try to be first, and then too, if there were any promotions to be made those in the fast group would be selected first.
It was a clever case of leadership.
9. In this case we find an excellent leader. He works on the instinctive pride of the individuals and gets results.

CASE IV

1. This employee should be satisfied to do auditing work without grumbling about it since it is in line with his training, being so closely associated to bookkeeping, particularly in the Government service. If he wants to do purely bookkeeping work he should look for that type of position but until then be satisfied with his job. The supervisor being of a military type is unfortunate in itself. It would seem here that the supervisor, however, is not at fault since such a situation could exist under a supervisor not of military type. I think a great problem exists always how to handle a supervisor who is of the military type and one which I wish I could answer. I wish you would put a question in on this the next time.
2. This difficulty here seems to be mutually divided between employer and employee. That is, they both don't have a clear and mutual understanding of each other in order to carry on the work in a proper manner. The employer should clarify this situation by advising the employee in things to be accomplished by cooperation. The employer also has in mind a better position for this man and does not desire to lose his services, but is reluctant to advise him as are all of the military type of leaders.
3. In this case, the chief difficulty appears to be with the employee, whose attitude toward his work is entirely wrong. If the executive were endowed with the qualities of leadership, he should be able to correct the employee's attitude toward his work by impressing upon him the importance of doing well the work assigned him, so that he would demonstrate his capacity for advancement or transfer to a position more to his liking should the opportunity present itself.
4. Probably the greatest trouble is the supervisor. If he were the leadership type, he would make the young man feel that he was helping the organization most by doing the work he is doing, which is very necessary and must be well done.
5. Chief difficulty is supervisor. A misrepresentation in employing. Situation gave the order for consignment to this necessary work. Supervisor should explain that this job offers present employment and places employee in line for accounting job when opportunity occurs. Should recognize obligation to properly place employee in accordance with his training when conditions permit.
6. Even though the supervisor is of the "command" type, I think the employee is probably the one most at fault. Many people, both in and out of the Government service have to accept positions of a grade lower than they think themselves qualified to hold. The right kind are sure to rise, using every opportunity, even in minor positions, to learn all they can about the organization and about general methods of work. Until opportunity offers for something more to his taste the young man should find some suitable form of self-expression outside of office hours; should get plenty of outdoor exercise to build him up physically so that he will not get "irritable and dissatisfied."

7. The fault here is with the supervisor, primarily. Apparently this employee was not dissatisfied with his work in the beginning and the supervisor could very probably have created a real interest on the part of this employee in his work had he stressed the importance of it and allowed the employee to feel that it was more than just an unpleasant routine job that someone had to do. No doubt an expression of satisfaction, from the supervisor, that he had someone with a knowledge of accountancy on the job and thus equipped to do it well, would have improved the situation from the standpoint of the employee, also, and helped to keep him interested in his work.

* * * * *

Without posing as an authority on the subject, it seems to me that I should have the same privilege that you have had and be allowed to comment on each of these cases. None of the cases are unusual, but any one of them may be difficult to handle. In considering them we must consider the total situation, not just the desires of the employee. One of the most important phases of the situation in many cases relates to limitations to the supervisor's ability to respond to demands. He has work to get done. It happens to be a certain kind of work, not just whatever someone wants to do, and as to promotions, for two years they have been against the law in Government work and almost unknown in industry. Then this thing of work, the supervisor does not have an unlimited number of all kinds of jobs to meet individual fancies. In the field service of our Bureau, in one unit we have a number of 3200 dollar positions filled by men who a few years ago were receiving five to ten thousand a year. Should they sulk around and lay down on the job until we have a ten thousand job for each of them, or should they step in and give what they have to the job that exists and for the salary it pays?

CASE I

As has been pointed out by scores of you, this would be a difficult case to handle. We all instinctively strive for social recognition. The employee has some very difficult readjustments to make; they would be difficult for any of us. The supervisor should recognize this and try to help. This can usually best be done by indirection and suggestion rather than by direct attack. Since the employee feels degraded, the problem is to develop a feeling of worthwhileness in the work being done. There is probably no chance to again put her in charge of a large group. So play up the opportunities and the importance of the present job. Ask her for suggestions and advice. Treat her as of value and get her to thinking about how to build up her present job. Remember that an important person can make any job important. And do not build up a false hope of advancement.

CASE II

The situation governs and a part of the situation during the last two years has been an act of Congress. The supervisor very probably had no authority or opportunity to give her grade three. In such a situation some employees respond one way and one another. The supervisor should of course use all the devices so far discussed in our lectures to try to interest her in her work and to make her work interesting.

CASE III

I was somewhat amazed at the differences of opinion on this case. Why it is a crime to make people enjoy doing more work instead of less, I fail to see. Likewise I am surprised that any of you should refuse to believe that anyone really prefers to do more instead of less. From my experience, I believe that the normal healthy individual likes to extend himself. It is the reverse attitude that is unnatural.

In this case the supervisor did a simple common sense thing. He allowed the fast workers to work naturally and enjoy their work. The slower individuals were also happier because they also could work at a natural pace without being crowded and harassed by the boss or their more capable fellow workers.

CASE IV

In this case what reason is there to believe that the supervisor had at his disposal more important work or that the job was rated higher than it should be? The facts as stated are that a man was hired for a very important and necessary job, a vital part of any accounting office for which accountancy training is desirable, although not necessary. He did good work for a time and then became "irritable and dissatisfied." We do not know what the supervisor did or did not do. Nothing is stated as to his acts, only his type. The fault may have been with either the one or the other, but when a full grown man accepts a position, takes the money and then sulks like a spoiled child for any reason whatsoever, he loses my sympathy. He exhibits a fundamentally undesirable characteristic. When this happens there is another obligation and responsibility of supervisors involved that has not yet been discussed. There is their obligation to prevent undesirable employees from obtaining permanent appointment. Dr. Feldman, in his report to Congress, says that the failure of supervisors to take proper action with unmeritorious probationers is the greatest weakness of the merit system.

PROBLEM 5

For our lesson this time, I am going to try a different plan. Instead of giving four cases and asking you to brief your replies to an extent that inhibits normal methods of expression, I am including only one case and will allow you one full page. The case is not exactly what I would like to have to go with the lecture, but still it is a pretty good case. I won't say it is typical for the Department of Agriculture. However, I do not know all that goes on in the Department. It may be our case.

The case involves three people: a stenographer, a "boss", and a chief clerk. Instead of doing as we have in the past, and saying that the boss should have done so and so, let us try to analyze the acts of the three individuals and determine as well as we can why they reacted as they did. Of course, the whole story is not there and we shall each add details according to our experience and observations. We should determine reactions or actions and their causes as well as we can from past lessons.

Why did the boss, for example, want a stenographer when he did not have work for one? And why did not the Chief Clerk take action when he found that time of an employee was being wasted? Follow through on all acts and try to analyze them. The reason for doing this is that after determining why, we are in a better position to determine what is needed to change any undesirable condition response. Possibly some of you will read in "Psychology for Executives", Chapter 1, on "why men are what they are". The other references are not closely related to the problem.

THE CASE

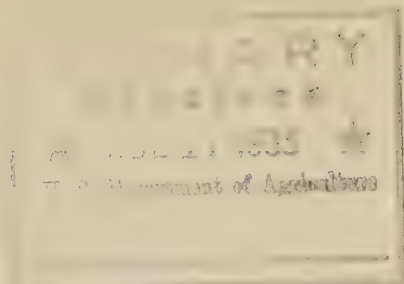
A young lady, an excellent stenographer and bookkeeper with several years experience, resigned from a fairly good position as secretary to a district manager of a commercial firm in order to accept a position in Washington as clerk-stenographer with a certain Department, confident of her ability to perform the work satisfactorily and win promotion in due time. Unfortunately, she was assigned to an office in which there was practically no work (about $1\frac{1}{2}$ to 2 hours per day - and she had been accustomed to working hard from 8:30 to 5) with an average of about one letter per day being the extent of the stenographic work. Naturally, sitting around with nothing to do most of the day quickly grew monotonous. Every time she requested the Chief Clerk (having already mentioned it to her "boss" several times) to transfer her to another office where she might have more to do, her "boss" would object on the basis that the office rated a stenographer and that he was going to have everything that was coming to him, and refused, accordingly, to O.K. the transfer, and the Chief Clerk, being an easy going sort of man, would drop the matter.

This ran along for several months until finally a very tense situation developed and one day some very pointed remarks were made to each other by these three, with the result that the girl was detailed (not transferred) to the file room, on account of the antagonism which developed from the remarks, and assigned to indexing. No doubt her record will be marked unfavorably.

REFERENCES

By our lecturer, H. S. Person, Chapter 16 in "Scientific Foundations of Business Administration."
"Scientific Management and Economic Planning" in the Taylor Society Bulletin for December 1932.

GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE
ELEMENTS OF PERSONNEL ADMINISTRATION



Personnel Problem No. 4

Two cases have been selected from those handed in by the class and one borrowed from industry. This industrial problem was furnished us by Doctor Feldman, one of our lecturers in this course. Your first reaction may be that Government work is different and that therefore the case does not apply, but after all, human nature is the same and the basic principles of leadership are the same in both classes of work. We thought possibly the outside case would be easier for us to view in a detached, unemotional manner.

CASE I

A clerk failed to record a new symbol on several vouchers. The chief clerk over him "bawled him out" before the whole office force. It was not really the first-named clerk's fault, as he never had been given the circular instructing the use of this symbol. Strained relations developed leading later to an open break.

CASE II

A has worked in a particular section for 3 years, knows his work well, but is very high tempered and has none of the qualities of a good supervisor. When a supervisory position is opened B is appointed in charge of A. B has no experience in the work and is very lazy. A resents being under B's supervision and considerable friction develops. What is the division chief to do to smooth out differences and remove friction?

CASE III

A well known insurance company has recently completed three years of reorganization which has called to its attention sharply the relation between the capacities of the supervisors of certain of its sections and the efficiency of the working force of those sections. The company is now at the point of considering in what practical ways it can put this information to the best account.

This case provides so perfect an illustration of the matter under discussion that some readers may find it difficult to accept the situation as an actual one. Hence it may be well to state that the facts given below are entirely as related by an executive who has read and approved the statement, and that only minor changes, intended to make the identity of the concern less recognizable, have been introduced.

The home office of this company employs several thousand clerical workers. Of these approximately 1000 are engaged in certain essential routine of issuing policies, taking care of lapses, revising old policies, and providing for transfers of policies. These 1000 employees are practically all girls, subdivided into 22 sections, doing identical work.

By 1927, this whole group had been under uniform, consistent management of a high grade male executive for almost two decades. According to the informant every detail of the work had been completely studied to reduce unnecessary routine. Conditions had, as far as possible, been standardized, and production standards had been set. A continuous interest had been maintained in possibilities of improvement. The result was that management had come to believe, and apparently with good reason, that further gains in these 22 sections were to be found not in further systemization from the top, but in certain intangible personnel factors which would promote more industrious and careful work by the employees concerned.

Early in 1927 a new plan providing for group incentives to the 22 sections was inaugurated. Briefly stated, the plan was as follows: First, costs of the various sections for the previous year, 1926, were carefully computed. Each section was then offered a group bonus of 50% of the saving it could effect over the cost of that year as a base. All members of a section, including the supervisors, were to share in these savings monthly on the simple basis of salaries. These individual salary increases were to be administered as heretofore, in accordance with established company policies, and were to be unrelated to and unaffected by the group bonus offer. Therefore, the employees in any section had nothing to lose by the new plan, but could gain an additional increase in salary commensurate with their group showing. There was no competitive feature among the sections in the plan, the "bogey" being each section's own record for 1926.

At the end of 1927 every section had made some improvement. But there was a large spread in the results. The lowest saving was 2%, the highest 18%, and several were around a modal point of 8%. When these results were published, the unfavorable comparison for many sections naturally led to discussion as to whether a more uniform high improvement could be obtained. There was much discussion because the section supervisors of the lower brackets had their own explanations of the situation.

These explanations by those with small savings in costs divided themselves into two kinds. One group of supervisors took the position that they already had such a near-perfect condition of morale and efficiency that very slight improvement could be expected, and that therefore the higher bonus earned by some other departments was an unjust reward for past inefficiency. This was the feeling also of many of the employees who suddenly found themselves at a disadvantage as compared with fellow workers in other sections who previously had been earning the same salaries. Another group of supervisors explained the disparity by a different line of reasoning. Their point of view was that there were inequalities among the sections responsible for the showing, such as difference of working conditions, a poorer grade of employees, etc. A supervisor would say:

"Oh, yes, if I had Section X and its group I could have made just as good a showing or better. But Supervisor X should try a hand with the green hands and numskulls in my department and we'd see how much of a bonus there would be."

Early in 1928, to meet these criticisms the management of this division shifted practically all the section heads to different sections, with the general aim of putting those who had been in charge of above-the-average bonus groups into those of less-than-the-average sections. The hope was to obtain a first demonstration as to whether differences in results were due to differences in management or differences in conditions. At the beginning of 1929, the range of progress was again compared. In this case the lowest saving was 6%, the highest 18%. Thus the range of difference from highest to lowest was only a little less, though the general plane of comparison had been raised. But the striking thing resulting from the listing was the fact that in progress made the order of the supervisors was practically the same. The previous leaders were still the leaders, the laggards were still the laggards, and the few changes in order involved were those in which two or three supervisors had moved relatively only a step or two.

However, the allegations of the supervisors not near the top continued as before, the assertions being that the changes made had benefited some supervisors and made the situation worse for the others. The old complaint recurred, "If supervisor Y had gotten my section, she would have had the worst," etc.

Early in 1929 the management met the situation a third time by shifting, practically by lot, 20 of the 22 supervisors. Although they were thus reassigned by chance, the listing at the end of the year again showed the surprising result that in progress made the same order of supervisors prevailed.

Further analysis revealed certain other significant facts. The most notable was in regard to the varying quantities of errors. A weighted record of these errors applied to the 1929 and 1930 earning records showed an absolutely perfect correlation between the standing of the accuracy record of the work under a supervisor and the standing on the earning record. This suggested that better quality as well as higher quantity was being obtained from the supervisors and groups earning the highest bonuses, and that if the results were a reflection of differences in capacity for leadership, accuracy was an important factor.

In the company, the records of these three years is now regarded by certain executives as proof that the differences in the costs - and therefore of the efficiency - of these sections constituted difference in the level of executive leadership of the supervisors. The question therefore confronting them is how this conclusion may be used for the practical purposes of the concern.

These three cases will, in a way, constitute our first examination. So be careful to have your name on the paper you hand in. Your answers should be based on the four lectures or on reference reading. If your answer is based on reading, please give the exact reference so that it can be checked. What we are asking for is not your personal opinion, but your interpretation of the application of what we have been told by our instructors.

Let me caution you again about giving brief, concise answers. An extra sheet is attached for your replies. With hundreds of papers to read, long discussions cannot be graded. We want you to state your case fully, but not argue it. If you write your replies out on a separate sheet of paper before using the attached sheet you will be able to condense your answers into the space provided.

While this is in the nature of an examination, there is no prohibition against discussion of answers with others. The only thing is, be sure to use your own judgment. Since copies of the lectures are not furnished, you will have to rely on your notes.

ANSWERS TO PERSONNEL PROBLEM NO. 4

Questions and Answers

- CASE I. As a leader, what three mistakes did this chief clerk make?
- CASE II. On the basis of the facts as stated, give three things that indicate that A would not be a good leader and that may have been responsible for B being chosen over him for the supervisory position. Give one important step in good leadership in which B probably failed.
- CASE III. If you were put in charge of the section with the lowest production record, what are some of the things you would do to increase production and bring it up towards the top. Give specific steps in one, two, three order.

In connection with the above possibly you will want to read some of the following:

The Technique of Business Control, by Schell, Chap. 3

Job-Load Analyses, by Loveridge, page 3 "of Executive Work" and page 9, "Aims".

Handbook of Business Administration, page 1196, "the Foreman as manager."

Bulletin of the Taylor Society, Vol. 7, No. 2, Article by Leffingwell. Vol 14, No. 3, Article by Fuller.

Office Management, by Galloway, Chap. 1.

ANSWERS TO PERSONNEL PROBLEM NO. 4

Questions and Answers

CASE I. As a leader, what three mistakes did this chief clerk make?

CASE II. On the basis of the facts as stated, give three things that indicate that A would not be a good leader and that may have been responsible for B being chosen over him for the supervisory position. Give one important step in good leadership in which B probably failed.

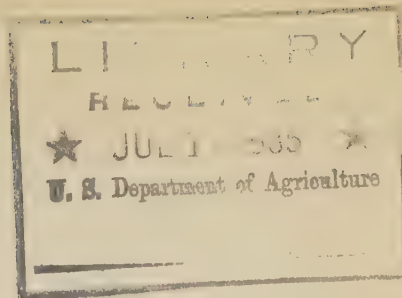
CASE III. If you were put in charge of the section with the lowest production record, what are some of the things you would do to increase production and bring it up towards the top. Give specific steps in one, two, three order.

Name

Department

Bureau

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL



Elements of Personnel Administration

May 10, 1935

ANSWERS TO PROBLEM FOUR

Your papers, and there were relatively few of them, have been read and graded and the grades recorded. In grading we refused to accept indefinite statements such as, "stimulate interest", unless you told what you did to stimulate interest. And there were a lot of these generalities! Of course they mean something and in a way express things that need to be done, but as a supervisor on the job you don't just "create interest", you do some definite thing for that purpose.

Another thing we had to guard against was the saying of the same thing in two ways. As for example, "He used wrong method of reprimand", and "Should not 'bawl him out' before others." Or, "He was high tempered" and "He lacked control of his emotions".

We tried to base our grading strictly on the lectures and accepted the following answers as right, although we did not require that they be stated just as we have stated them. If your meaning seemed to be the same or nearly so it was accepted.

CASE I

1. He failed to see that the written instructions reached the worker.
2. He failed to check up to make sure that worker understood instructions.
3. He took action (bawling out) without knowing the situation.
4. He gave public reprimand (There are cases where this is justified).
5. When discovered, he should have acknowledged his mistake.

CASE II

- (a)
1. He was high tempered.
 2. He let his emotions govern rather than the situation, in that he showed resentment toward B when B was not to blame.
 3. He deliberately failed to work for the interests of the group when his personal desires were disregarded. His reaction to the situation was "childish."

(b) B in such a situation should have discussed the situation with A, emphasized the fact that he did not select himself for the job, but that since it was done they should both make the best of it and work for the good of the group; also acknowledge A's superior workmanship and ask his help. He probably tried to ignore A's situation, but it had to come out and being suppressed caused it to get worse instead of better.

CASE III

This case was very carefully worded to eliminate all mechanical factors, in fact everything but the supervisor. Therefore the things that Doctor Person emphasized most -- analyzing job to eliminate waste efforts, definite instructions, definite routines, etc. -- had already been done. The problem said "every detail of the work had been completely studied." So the things one would ordinarily do first in a case of low efficiency were ruled out in this case. Also financial incentives were ruled out as they had already been supplied and were satisfactory. There remained then, only those little things that one does to make it easier and more interesting to work together as a group. Doctor Williams emphasized some of these things:

1. A group objective definitely known and understood. The objective in this case was to beat the old low record, be recognized as a "high" group and incidentally get the bonus.
2. Discuss objective with group and plan with them -- ask their cooperation. Make it a group affair.
3. Have an understandable measure of accomplishment as it applies to each so that the ones either holding back or boosting up the group record can be recognized by the workers.
4. Post the record daily or weekly as compared with the old "poor" record.
5. Do not "crowd" or "threaten" the slow ones or encourage others to do so, but discuss their troubles with them and try to help out.
6. Make beating the old record a "game".
7. Do not emphasize the bonus that comes from winning. Too much emphasis of a purely selfish motive is apt to provoke dissensions between the fast and the slow, and this slow up the whole group.

There are many other things that might be done, and some very good suggestions were made, but any three of these seven were accepted and given "OK" rating, providing the underlined ideas were brought out in same way.

GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE

ELEMENTS OF PERSONNEL ADMINISTRATION

PROBLEM 6

May 10, 1935

Here are two cases which present very real problems to the people concerned. In the first, the "supervisor" is decidedly not of the "boss" or "command" type, but a very conscientious individual that would like to "lead" but sometimes encounters difficulties in that apparently some employees do not like to be led to work. Also he feels a responsibility for the good conduct of his section and for getting worthwhile accomplishment from those under his direction. Through the presentation of his case the section chief is asking for help from our course. Can we help him? Your suggestions will be passed on and whatever seems best will be tried.

Most cases have been considered from the supervisor's viewpoint. If the employee is unhappy we blame the supervisor and say he is a poor leader. While we don't really, much of our talk would indicate that we considered the employee a non-resistant passive individual that responded according to rule to "leadership", but is helpless to do anything on his own account. As a matter of fact, we know that the relationships between the two represent an interplay of the forces of two personalities. The boss is influenced by the employee almost, if not quite, as much as the employee is influenced by the boss. In Case two the boss has told the employee that he isn't expected to think, but if the employee really can think he will quit feeling sorry for himself and will begin to think up ways to handle the situation. If he can think faster than his boss, it is not necessary for him to be "thwarted at every turn". The trouble may not be in the boss at all but in the wrong approach of the employee.

Anyhow, what are some of the things he might do? What would you do if you were in such a situation? Of course your suggestions will be strictly "ethical".

CASE I

Two employees of a small section work in a large room opening on the hall. One of these women is constantly leaving the room to "visit" people in other offices. Some of those visited try to discourage her visits by ignoring her presence, but this makes no impression on her. Others leave their offices while she is talking to them, but she only returns there later. There is always plenty of work for her to do and of enough variety to prevent boredom. Her Section Chief has suggested to her that she stay at her desk and finish her work. Any such suggestions about her work, though given in an impersonal and business-like way, are not taken with a kindly attitude but produce vindictiveness, argument, emotionalism, and hysteria in an attempt to justify her actions. How can her Section Chief approach the matter?

CASE II

A supervisor of young professional men told two of these men that they were not hired to think. Then later he accused a third young man of not being interested in his work.

What can a young man do to become interested in his work when he has been informed that he is not to think and when he is thwarted every time he shows any individualism?

REFERENCES

In connection with this lesson you may want to read the following:

Scientific Foundations of Business Administration, Chap. 19.

Psychology for Executives, Chap. 5.

The Art of Leadership, Chap. 9.

249.3
Sch 2
ed. 4
Schell For CASE II read:

The Technique of Executive Control, Chap. 10, on

"Difficulties with Superiors."

249.3
H 41
Hepner Discussion group leaders should read:

Human Relations in Changing Industry, Chap. 16.

The remaining lectures of the course are as follows:

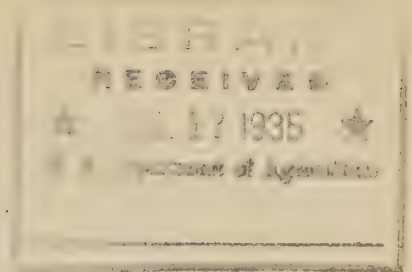
May 17, "Training", by W. J. Donald, former Director of the American Management Association, now with the Electrical Manufacturers Association. Editor of Handbook of Business Administration.

May 24, "Complaints", by F. A. Silcox, Chief, Forest Service formerly an Industrial Relations expert in New York.

May 31, "Discipline", by Herman Feldman, Professor of Industrial Relations, Dartmouth, and author of "A Personnel Program for the Federal Civil Service."

June 7, "Summary and Application", by W. W. Stockberger, Director of Personnel, Department of Agriculture.

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL



Elements of Personnel Administration

Problem 6 Discussions

The discussion of cases this time has been quite analytical and from a broad-gauge point of view. There seems to be less inclination to attribute all the blame to the supervisor and a decided tendency toward considering all the factors before drawing a conclusion. There was considerable tendency toward disciplinary measures but since our lecture on discipline does not come until next week, I am going to pass that over. There is one other thing though that has come up many times in the past that I do want to comment on. The last sentence in the first discussion of case one in this mimeographed list brings it out rather forcefully.

I refer to the use of the transfer. It is not good personnel administration to use a transfer as a method of getting rid of undesirable employees. Too often we have suggested settling cases by transferring some one. That does not settle anything. It merely passes the problem on to someone else. It's an evasion not a solution.

Of course, the transfer has its legitimate use. It can be used to correct mistakes in placement, to open up new opportunity to deserving employees and for other purposes, but it should never be used on a trial-and-error basis - just on an off chance than an employee may do better. Transfers should always be for the good of the work and should be definitely planned for a definite purpose and with some degree of probability that the purpose will be fulfilled. The practice of passing an inefficient employee along from one group to another and also the practice of permitting employees to shop around to find something they like can neither be justified.

For case one there are quite a number of good suggestions. Possibly as good as any was that of an actual record in graphic form of the time spent outside the room during official hours. Such a record for a week or so would at least be a desirable basis to start from. In fact you can scarcely discuss the matter without it. It might, for example, show that the supervisor had overemphasized the difficulty - or it might show just the opposite. But that has been discussed by others.

As for case two, I think it has been pretty well covered. It is about the commonest case there is I think, and I've had a lot of experience on both sides of the fence. I well remember an exasperating supervisor some thirty years ago who persistently turned down hundreds of my suggestions for the improvement of the work. I remember also at a much later date having some of the very same suggestions made to me and in my turn being forced to turn them down - for the good of the work.

We have these young men coming to us year after year all full of what they think are new ideas that will revolutionize things but most of which have already been tried and rejected. They see one thing, one phase of a problem, draw their conclusions from that and then wonder why the boss is narrow-minded that he cannot see the value of their suggestion.

The only solution I see is for the young men to keep trying. If they get discouraged and quit at the first rebuffs they will never get anywhere. On the other hand, the supervisors should be as encouraging as possible. These young men must be trained to think, and to use effectively all the initiative they have. No where in the world is it more needed than in the Government Service.

CASE I

In my opinion, the Section Chief should approach the matter in this way: First, he should give the employee a private interview and discuss the situation thoroughly with her. Even though she does get hysterical, he should remain firm. He should try to ascertain where the trouble lies and if he can help the employee in any way, he should do so. However, the employee should be made to realize that she does not cooperate satisfactorily, thus interfering with the smooth performance of the work not only in her own office but others. Second, if this doesn't have the desired effect, I think it would be well to suggest to the employee that she take an extended leave, without pay, making it clear to her that she isn't to regard herself as being "fired" and that when she returns, if her work is satisfactory, she will be treated as though nothing had happened. Third, if after her return, the same condition prevails, she should be requested either to transfer to another department or to resign.

If possible the best cure would be to place the employee in another job bearing such close relation to other work as to require that she keep her's up to date to avoid delaying others. Such a situation ordinarily brings pressure in one form or another from the co-workers. The related workers should be dependable and sufficiently rapid to keep her comfortably busy. Placement in a large group frequently effects correction.

On her present job he (the supervisor) can frequently mention that he needs certain work by a specified time and ask her cooperation. Gradually increase such requests until she is up to date, which will consume her visiting time. May be possible to make her work more interesting and stimulating. If work of both persons is similar he should keep records of performance which will bring to her attention that she is not doing her share. Appeal to her spirit of fairness as to avoiding annoyance of those anxious to perform their duties. Have a frank and friendly discussion with her, pointing out the weaknesses and that they must be considered in her rating. Unless satisfactory understanding is reached follow with a memorandum to her.

A sure-fire method of showing this employee the detrimental effect of her visits on her work would be to use a visible work measurement device. If this woman knew that her division chief could see at a glance that her work was always behind her neighbor's, she would not be so liable to leave.

The only way to help this person is to set a "standard" of work for her to accomplish each day. Then if she wants to work fast to have free time at least the work will not suffer.

This type of case is one that requires a great amount of study and consideration on the part of the supervisor. It might be well to approach it first in a general manner by issuing instructions to the entire group of workers concerning the desirability and necessity of devoting their time and energy to the work to be done during working hours in order that the work of the section may be maintained on a current basis - pointing out the fact that "jobs do not exist for the benefit and individual happiness of employees but for the furtherance of an objective." If this particular employee does not respond, the general instructions should be followed up by a private talk with her, prefacing the reproof with appreciation of good work she does when she applies herself and focusing her attention on what is to be done, rather than what should not be done (Dr. Tead's "The Art of Leadership"). Her pride should be appealed to in helping the section acquire a splendid record of accomplishment and accuracy and explaining how she can assist in improving the morale, not only of her own group, but other offices connected with it. She should be made to realize the importance of her responsibilities and by establishing a measure of accomplishment and a common understanding of it by means of weekly bulletin, to see her standing in the group. As soon as there is noticeable improvement, she should be commended, more or less publicly.

The woman has her supervisor in fear of her hysteria and knows it. One is tempted to suggest the old-fashioned disagreeable methods of treating hysteria.

Perhaps she is not interested in her work. We are told there is a large quantity and variety, but are there the right varieties? Perhaps a change of work would help.

If the woman continues incorrigible, she should be dispensed with, as too disturbing to office morale.

Would it be possible to make some of the work more personal, as a preliminary to better group loyalty? Give her a definite unit of work that you know can be completed in a short time, and say with a smile, "Mr. So and So wants to use this information this afternoon. Do you think we can let him have it by 3 o'clock?" Be sure to allow ample time, with a safe margin for any unexpected interruption. Then, perhaps about 1 o'clock, with another smile and in a casual but friendly way, "Do you think we'll make it?" Even add, if it seems wise, "Can I help you?" If she gets it in before the time set, say warmly, "That's fine! I thought we could do it." See if she will respond to short, definite assignments interspersed with the routine work, with immediate commendation for work well and promptly done.

At some propitious time gather the whole of the small section together informally -- the passing on of some general instructions or information from higher up would afford a good opportunity -- have a little general conversation about the work, then mention the desirability of being always on the lookout for improved ways of doing things. Ask them to think over their own work, by itself and in relation to the rest of the section and to the whole office. Are there any ways in which it could be improved or could be done more readily? Have they any suggestions to offer? If any are made on the spot show that you are willing to give them careful consideration, and urge all to come to you with any suggestions they may have later. Try to build up a feeling of unity and pride in the section. Make a special effort to have the troublesome employee feel that she is included and that you would like to have her opinion also.

If the Department has a medical officer it would seem desirable that he should have a friendly talk with her. Her emotional instability may be due to physical causes which could be remedied by proper treatment, so that she would be more amenable to reason and better able to hold herself down to work.

If none of these are effective, impersonal but firm disciplinary action is needed. No employee can be permitted to persistently neglect her own work and interfere with the work of others. Choose a day when the visiting has been sufficiently marked to be noticeable to others, but have the interview just before closing time, so as to avoid protracted scene during office hours. It may not be practicable to avoid having it in the presence of others, but keep your voice low so that what you say will not be generally heard, and keep it free from any traces of irritation. Be brief and definite. Tell her that her visiting is an interference to work and for that reason it has become necessary for you to direct her to refrain from visiting other rooms during official hours except when it is actually necessary in transacting business; further, that failure to observe these instructions will be made a part of her record. Terminate the interview firmly but courteously before it has any chance to develop into an argument.

In order that she may not feel that she has been placed in solitary confinement, establish the habit of making a few pleasant casual remarks in passing during the course of each day. Some people really need to waggle their tongues a little now and then to relax the nervous tension and rest their brains, but it must, of course, be kept within reasonable bounds.

Further discipline, if needed, will probably have to come from higher up.

The section chief might first try to discourage her from so much visiting and get her to put more time on her work by the following means:

1. Arrange for some measurement of daily output of the work which she is doing and set the standard of a day's work high enough so that she will have to remain at her desk more continuously or fall behind in her record of output. This will be something tangible which will make her realize her neglect of her job and which will make it necessary for her to curtail her visiting if she is at all interested in maintaining her standing. She will be faced with the fact that others are producing up to the standard and she will find less room for vindictiveness, argument, emotionalism, and hysteria in an attempt to justify her actions.
2. The chief may also find it advisable to locate her desk in some place other than the large room opening on the hall. If it is made more difficult for her to reach others she may become less anxious to visit.
3. When the standard of output is established the chief should explain it to her thoroughly and indicate to her that all are expected to produce up to the standard.

If the procedure outline above does not produce satisfactory results the chief should first attempt to get this employee transferred to some other work which will absorb her attention more completely or in which the amount of direct supervision is greater, removing her to a section in which a large number of people do the same work under close supervision. A section should be chosen in which discipline and morale are good. If it is not possible to transfer her to another section in case she can not be made to stop her visiting in her present place then she should be first threatened with dismissal and unless she shows improvement separated from the service.

This is a case in which the Section Chief must be firm to the point of being "hard boiled." While he should of course, in the first instance approach the employee in a sympathetic, friendly manner, he should make her understand that she must attend to her job and let others attend to theirs. I had a similar case to handle some time ago, and went to my superior officer and told him that the employee had to be called up on the carpet by him and told that she either had to obey

orders and attend to business or her services would be dispensed with. He demurred at first, but finally consented; she cried some and told him she did not have to work as she did not need the money. Her bluff was called, and she soon became an excellent employee and we were the best of friends. I think this employee would profit by similar treatment. This type of employee can not be cajoled or pampered. She has no inherent right in her job and is hired not as an act of charity, but to accomplish a task which is a part of the objective of the agency employing her. While there is some obligation on the part of the employing agency to the individual and to the public in such cases, this obligation is limited. If the employee is to be retained indefinitely, she will probably have to be disciplined by suspension without pay, to teach her a lesson, and be closely supervised. Not only her immediate supervisor should let her know definitely that she must change her ways, but she should receive instructions from higher authority "up front" that any action taken by her immediate chief will be sustained.

Dear "I've been thwarted too":

Think about your work even if the boss does tell you not to think. Your boss merely means that he thinks better than you do and did not wish to say so in those words.

When you find that you do not agree with the boss follow Mr. Dennison's advice - work on the job three times as hard so that you will show him up three times as soon and, incidentally, if you were wrong you will find that out three times as quick. The boss is actually right sometimes! Your boss is evidently not a leader so he does not take the trouble to explain to you what is in his mind, that is, why he thinks his way is best but that is no proof that he has given the matter no thought.

Keep up your brain work by outside reading and, if you can afford it, take courses on subjects related to your work and some day you will know so much about your subject that the boss will be astounded by the wisdom which flows from your lips. Then he will work to use your knowledge.

Dr. Schell in "Technique of Executive Control" quotes a student of management as saying: "If your boss asks you to do something with which you do not agree in the matter of method or policy, do it three times as energetically as ordinarily. If you are right, the error will be evident three times as quickly as otherwise. If you are wrong, you have learned your error at no cost to yourself."

Dr. Schell in "Technique of Executive Control" quotes a student of management as saying: "If your boss asks you to do something with which you do not agree in the matter of method or policy, do it three times as energetically as ordinarily. If you are right, the error will be evident three times as quickly as otherwise. If you are wrong, you have learned your error at no cost to yourself."

This young man should work right on, doing according to his highest standards of proficiency the tasks which come to hand, at the same time keeping in mind that he can not expect to direct the work; that is the province of another. If his suggestions to the Chief have the merit which he thinks they have, they will eventually win recognition. After all, he is a young man, and in this very situation in which he finds himself there is opportunity to practice patience, cooperation, courteous consideration of the one in authority, and self-restraint. If he has the qualities which lead to advancement, and possesses a good understanding of the organization's work, there will come eventually sufficient opportunity to forge ahead to more responsible assignments. "There must be a degree of unselfishness in keeping the prime objective of an organization clearly in sight" (Schell), and the young man will be helped by keeping this in mind.

Probably the supervisor is annoyed by shallow or half baked schemes of persons who without too much consideration are telling him how things should be done when he knows that he is perfectly capable of handling them himself. When he tells them that they were not hired to think he really means that they should mind their own business. But his tart remarks are evidently not helping him as shown by accusing one of his men of not being interested in his work. Those under him would get along better if they carried out his orders willing and not offer suggestions unless he called for them.

If the young man really wants to become interested in his work he should study it. He should try to understand why the supervisor wants such a job done and especially why he wants it done in a particular way. He should study its relation to other jobs in the organization but be careful to keep his job in the center of his attention. If he first does the job the way the supervisor wants it done (and thus inspires his confidence) he can then do some "thinking" and suggest changes of procedure that may improve it. He should be careful, however, that his suggestions are in line with the general program of the work, and he should not be impatient if they are not carried out immediately. Changes take time. Until he has shown that he can carry out orders he is not of much use in an organization. If he stops there and having learned to carry out orders never makes any effort to understand the job or improve the work, he will not advance and the work will grow dull and uninteresting.

I would suggest that the young men in question remember that they are all working for a common purpose, and that it is the work that must be thought of and not the attitude of the boss. They should do the work as well as they possibly can and if he is wrong the errors will show up and if he is right the young men will learn that they're wrong. It has been my experience that a person who does his work well and efficiently is seldom "thwarted" for very long. He is soon recognized as being very good in his job and given more responsible work to do.

I would suggest that this employee study the supervisor, learn what he approves and disapproves. While the supervisor may lean toward the military type, this employee is capable of handling the situation diplomatically. In all probability the supervisor did not intend the remark as it was interpreted. I certainly would not stop thinking even though I had been hired for other purposes. The contradictory statements on the part of the supervisor would indicate that the first statement was not intended as interpreted by the subordinate.

What difference exists between thinking and what some individuals call thinking when they are continually expounding their ideas about different subjects. In this case I am inclined to think the supervisor did not mean to stifle constructive thought within certain reasonable limits. This is shown when he reprimanded an individual for not being interested in his work. At any rate, an individual who is capable of thinking is not going to be annoyed by a remark of any man relative to his freedom of thought.

The young professional men, if they deserve such a rating, could not help but think. I am sure no thinking supervisor could have given such an order and meant it to be taken literally. The "smart" young man would think harder than ever. If he hit upon a really good idea, presented it briefly and clearly and without emotionalism or desire for praise, even an average supervisor could not fail to recognize its value and perhaps in time even use the idea. The really clever young man could even, if the supervisor were stupid and jealous of his position, make him think that it was his own (the supervisor's) idea.

If such an order really had been meant for the two young men in question, it may have been because they had too many poor ideas and spent the supervisor's time in just idly discussing them. They might learn to think their thoughts through and after weighing them carefully, present them for consideration of the chief.

The two young men who were told they were not hired to think had no doubt exasperated the supervisor by butting into his job instead of minding their own business. I don't believe he literally meant what was said but lost his temper. The young men were no doubt radical and were trying to inject some of their own ideas into the business instead of making suggestions in harmony with rules and regulations that had proven sound by past experience. The supervisor was wrong in losing control of himself, the employees were wrong in their manner of approach. The third young man was not told by the boss that he was not expected to think. That information was handed down to him by the other two disgruntled employees. He only thinks he is being thwarted at every turn. He should do a good job in his present assignment and be ready when he is called upon to show any initiative he may have, which will manifest itself in the way he handles that work to which he is assigned. He should apply himself to his job and not listen to idle gossip. He will then find his job more interesting.

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

PROBLEM 7

Our lecture today has been on "training." Please look at these three cases from the training viewpoint. Do they involve or indicate a need for training, and if so who needs it and what kind. Discuss each separately from this viewpoint. If you consider something else needed more than training say so and point out why.

Use in each case, as you did last week, the analytical approach. Try to see why each person acted as they did. When you have done this you are in a position to say how to influence or change their acts. The cases are as follows:

CASE I

A homesick girl was employed in a large department. Coming in during a rush of work she seemed nervous and easily distracted. Errors if brought to her for correction would throw her into such confusion that she would be unable to do any worthwhile amount of acceptable work. Twice she broke down and cried and her efforts seemed to have less satisfactory results as her length of stay progressed. She kept asking for transfer to another department in order to make a new start.

CASE II

I have one employee who takes the position that every one in authority is against him, and assumes the attitude, why should he work hard under that condition. Of course his position is untrue, as such a condition does not exist in my section.

CASE III

In a small office, one of several under an administrative assistant, orders, etc., coming through the chief of the section, usually are wrong or at least mixed up, so that when the job gets back to the administrative assistant, it is wrong and the blame is laid on an employee other than the section chief.

References for Reading

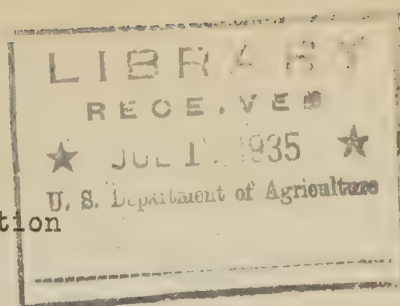
I think each of the books we have been using has something on training. All are good, so if you cannot get your preference try another. The following, you will, I am sure, find interesting:

- A Personnel Program for the Federal Civil Service, page 164
- Personnel Administration, Page 141
- Handbook of Business Administration, pages 1216 and 1240
- The Art of Leadership, page 272
- Organization Engineering, page 105
- Human Nature and Management, page 223

1135
DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

Problem 8 Discussion



I am including ten representative papers. These are not selected as the best, but as papers representing the various viewpoints expressed. There were two exceptionally good analytical discussions that were not included because of their length. The concensus of opinion is, or seems to be, that there is too much injustice but that "injustice" is scarcely the right word - bad situations due to inefficiency comes nearer expressing it. There is practically no willful injustice.

Any sort of an analysis brings out the fact that the government does more for and gives more thought to the welfare of the individual than practically any other employer. Working hours, vacations with pay, salary rates (in lower grades), working quarters, facilities, retirement, and all the other things that employees the world over are striving for, government employees have to a greater extent than almost any other group. Yet government employees are dissatisfied and complain of unjust treatment. Why is it?

Attempting to appraise your answers rather than to give my own opinion, the reason seems to be psychological and intangible rather than physical or concrete. The emphasis has been too much on the individual and not enough on the work. And only work-accomplishment can satisfy. No man ever did get promotions enough or pay enough or anything else enough to satisfy him for any length of time. To enjoy one's work, one must be interested in it, the work, rather than the salary. Labor unions strike for high wages because wages are tangible, but that intangible something that goes with worthwhile work well done means more than higher wages even to underpaid labor. It is instinctive; we all like to do a good job.

Government employees are engaged in the biggest, most important work in the world today. The job of the civil employees is greater than that of any other group, including industry, yet the work itself is seldom used as an appeal. It seems that in general employees seldom think of their work as important, frequently do not know its importance, its purpose, its use, or its relation to the present crisis, future prosperity, or anything else. The greatest appeal the job has is therefore lost, and lacking an interest in the job employees interest themselves in such tangible factors as credit, overtime, transfers, etc., presumably trying to live up to their reputation for inefficiency and lack of initiative ascribed to them by industrial writers.

Also your papers indicate that in your opinion the government service compares unfavorably with industry in the quality of its personnel administration and in training for its supervisors and executives.

But the thing most mentioned is the lack of any recognized method for taking care of complaints. Seemingly no government department recognizes the benefits of well organized employee representation or the psychological need for the expression of grievances. A few favor an outside court of appeals with authority to enforce its findings, but the majority recognize that giving authority to those without administrative responsibility would be poor organization and would promote inefficiency and discontent rather than remove it. Both efficiency and justice can be achieved within the unit if all the facilities of the unit are used. Something should be done about complaints, but there seems to be a real danger that it will be the wrong thing. As a matter of fact, our course has outlined the method of correcting undesirable practices and making the government the most efficient as well as the most important organization, and above all, the finest place there is to work. -- P.K.

* * * * *

Problem 8 _Answers_

The need of the worker are given more consideration by the Government than by industrial firms. The injustice found in Government work is usually in the minor details, rather than in the fundamentals. Authorities have given attention to:

Working hours per week	Standard rates of pay
Vacation with pay	Continuity of work
Overtime	Retirement funds
Absence on account of illness	Adequate facilities

There are only a few Government positions in which the above are not applicable. Industry has not attained such standards.

Judging from the problems we have discussed in this course there may be injustice in:

- Lack of deserved promotion or unrecognized ability
- Delay in the handling of complaints
- Individual preference
- Misunderstanding of the work
- Patronage appointments over civil service.

Because the Government accepts a large share of the responsibility to the community in the employment of the inefficient, some injustice necessarily occurs through contacts with human weakness of this character.

To improve the situation:

Well-trained personnel directors in each Department

More careful selection of employees with greater consideration of their fitness for the particular work to be done

Prompt liquidation of complaints - less abuse of the transfer privilege.

A training program which adheres to the needs of the particular organization and which emphasizes: The management of men, for supervisors; cooperation as well as skill for the worker.

A complete understanding by both supervisors and workers of the situation and its demands for improved public service.

I have suggested in my discussion of the last two problems that they have more nearly approached the problem of Government Personnel Administration than the first few problems did. Now problem 8 is well near perfect in that respect. Adjusting of individual personnel problems could go on forever, but this discussion of the problem as it affects the entire government set-up, and remedies that may be applied to it will bring to attention the basis of much of the difficulty leading to problems between supervised and supervisors.

I cannot say that "injustices" are common in the government offices in Washington, nor can I quite bring myself to even call them "injustices." But, I can say without apology, that it is my frank opinion that never have I seen inefficiency exist as it does in these offices, and also, that I do not believe such inefficiency exists in the field offices of these same departments.

I admit that my statement above is not backed by a broad survey that should be preliminary to such a statement. But, being one that is majoring in Personnel and Classification, I quite naturally make close observation wherever I may as well as welcoming discussion from other government employees on this subject who have knowledge of the problem in other departments.

If this marked degree of inefficiency exists, there surely must be reasons for it and if they can be determined and are correctable, we have gone a long way towards eliminating those little petty and individual difficulties that we have discussed in this course so much.

Some of the following are perhaps contributing factors:

1. Too little choice is allowed the departments and Bureaus in the selection of their personnel. The Civil Service Commission is too far removed from each Bureau to make intelligent selection.

2. There is too little feeling that each department is responsible for an output of work comparable to the money spent. This is primarily true because the governmental departments do not have to close shop with continued losses as a private business is eventually forced to do.
3. The difficult procedure for dismissing inefficient employees has fostered the following: (a) The too commonly expressed idea of employees that they can get by without getting fired, and (b) that automatic promotions come regardless of ability.
4. Automatic promotions place too many persons not properly qualified for their positions.

Steps to correct these are what I would like to hear discussed in this course. Until I am further schooled in the situation, I hesitate to dictate just how best to correct these conditions.

In my opinion there is a great amount of injustice in government departments.

In private business, the owner of the business can make decisions and there is no comeback.

In government departments, the heads are very often afraid of losing their jobs if they cannot get along with the clerks, as political influence is brought to bear and their decisions may be reversed.

Automatic salary increases would help. If a worker does not come up to par discharge him but the good worker would be sure of reward in this way.

Fairness, if possible, to all employees. It is very discouraging to workers to build up work, be interested in it, and a new supervisor takes it out of his hands, appointing some one who knows nothing about it and the old employee has to teach the new one who often makes a higher salary.

I do not think that there is more injustice in the government than normal in an organization of such size.

I do think, however, that there are no adequate channels of complaint liquidation at the present time. There should be a board for handling complaints in every department, with employee representation. These boards should be equipped to handle complaints speedily and yet investigate thoroughly. There should be provision for appeal from these boards, probably to the Civil Service Commission.

I think that there should also be much better training of supervisors. Present supervisors should be required to take instruction in leadership, etc.

In an organization as large as the Government Service there will be some injustice, but there is undoubtedly more injustice than there should be.

There are many things that contribute to this state of affairs, but if I should single out one that is most responsible for it, I would say that it is due to the pretty general attitude that administrative officers have toward a complaint and the complainant.

A complaint is the outward expression against what the complainant considers an injustice. However, there are many injustices done which are not pointed out by the usual complaint method, and many complaints where there is no real injustice. Therefore, it is important to investigate complaints to see if the administrative officer considers the grounds for complaint just.

The complaint is too often something to ignore, pass the responsibility on to another official, or consider as a thorn in the flesh if it happens to oppose the ideas of the chief. The complainant is often someone to mark for revenge by lowering efficiency ratings, assignment to "blind alley jobs". Frequently he is denied promotions and generally held down.

In a private enterprise, where expenses are figured to the last dollar, a just complaint is regarded as a possible guide post to improving service, and improved service means more business, better and more contented personnel, while more business means advancement and security.

In the government there is not the effort to secure customers as the work is usually apportioned from what there is to be done, and apparently not the effort toward a contented personnel, so long as the complainants do not reach the point of a volcanic eruption. This leaves the administrative officer to concentrate on his personal advancement, and in such a self concerted effort, any complaint is looked on as a personal attack, so he adroitly shifts the responsibility to some other official. Therefore, complaints get no action at all. All just complaints should be investigated and acted upon. If this is not done within a reasonable time, the responsibility for the condition should be placed directly upon the administrative officer in charge. This would prevent their accumulation from year to year. Complaints involving the fundamental rights of citizens should be acted upon immediately.

The above discussion is given as a remedy or cure for a condition already existing, but a well trained administrative force, trained sympathetic executives, and trained employees would be such a preventative for this condition that complaints would be reduced to a minimum. The organization of this school is a step in that direction.

I think there is more injustice in the Government Service than there should be.

There seems to be a tendency among supervisors, at least among the ones I have worked under, to feel that the rank and file don't deserve any breaks. They seem to feel that if any promotions are to be given they should be the ones to receive them, for if the others are given a promotion they feel their position has been lowered.

Then again there is a lack of consideration of length of service, efficiency ratings and duties of position. A person may have worked in a position for say 10 years and, while classed as CAF 2 be doing the duties of a position classed as CAF 7. However, due to lack of cooperation by department officials, be denied a one grade higher class while all around him employees doing far less exacting work are given higher ratings without any effort on their part.

Also a great curse in the Government Service is the subject of influence. While influence is supposed not to enter into the service, there is no doubt that it plays a large part, as any observing person can see.

As to what steps that can be taken to improve conditions, there is a question. If supervisors and officials could be approached in a democratic way and complaints or problems talked over and worked out between them, there would be created a vast difference of feeling and a more hearty spirit of cooperation.

Having been in the Government Service for only a period of six months, places a limitation on my knowledge of existing conditions in the Government.

However, the way in which your question is stated suggests the answer. There is more injustice in the government service than normal for a large efficient organization, because the government is, in my opinion, not an efficient organization.

As a result of these numerous inefficiencies, which include poor supervision, disregard of complaints, and retention of employees so incompetent that any industry would put a pink slip in their first pay envelope, injustices are inevitable.

If the methods used by private enterprise to create efficiency, arouse ambition, and promote good workmanship could be injected into the government service, this situation would be greatly improved.

It seems to me that there is more injustice in the Government service than there should be. I am not familiar with any other large organization so cannot say if there is more than the normal amount of injustice in the Government service.

I believe it is due to the fact each section or division of a bureau operates as a unit instead of as a part of the whole organization. The only thing the divisions seem to have in common in a personnel standpoint is that they must secure their employees from the Civil Service Commission. These employees, of course, pass through the personnel section of each bureau for assignment to the divisions and then the personnel section has no further contact with them to see if they are suitably placed or not, in accordance with their ability.

It would seem that a great deal of the injustice could be taken care of by having a personnel section that really followed up the new employee to see how he fitted into the assignment given him. Also it would be advisable to have the personnel section to keep in constant touch with employees in a more efficient manner than just taking the recommendation of the chief clerk of a division in regard to the employee. There are many chief clerks of divisions who follow the line of "pleasing the boss" regardless of the welfare of the employee and all reports concerning the employee's work would have that bias.

I have known of cases that fit practically each of the illustrations given. If there was some central personnel division to which the employee could go and talk over his troubles with the feeling that he would be understood and a broad view taken of his problem, I believe it would be of great help. In a great many cases these problems arise because of a lack of information on the part of the employee as to the work to be accomplished and his part in that work. This of course is the fault of the chief clerk or supervisor and only the bureau personnel section would be in a position to point out to the chief clerk, after such a conference, just what should be done to help the employee to adjust himself. Also after such a conference with an employee and one with the chief clerk if matters cannot be adjusted, then the personnel section would have all the facts about the case and could, if necessary, place the employee in a more suitable place, instead of having the employee going about from division to division hunting a place where he hopes he will be more suitably placed. If necessary the personnel section should be prepared, with additional employees who could make personal investigation of the cases in the employee's office and in that way get a view of the situation from the standpoint of other employees in the division as well as that of the employee and the chief clerk. The establishment of a "complaint committee" in connection with the personnel office would in itself help a great many employees who always "feel better" and can settle down to work after they have been given the opportunity to air their complaints to some one in authority to hear them and to act if necessary.

Question I

1. There is more injustice in the Government service than there should be.

Question II

1. There is too great a gulf fixed between executives at the top and the employees at the bottom.
2. There should be developed a thoughtfully planned program of training and education for Government employees.
3. There should be greater opportunity for "earned distinction."
4. As Dr. White of Civil Service has said, we need a much more elastic opportunity for transfer than we have at present.

Question III

1. Too often the employee who enters our Government service is not aided in any way in orienting himself. He takes his place in his assigned niche and, after being given a little instruction, is left to what Dr. Donald terms the "absorption method" of learning about the organization. The new employee hears the name of the head of the organization, but does he often see him? Does he often have an opportunity to hear him address the employees of the department or bureau, and so impart directly to them something of his spirit of service, his aims and ideals for the department as a whole, and an understanding of his dependence upon their cooperation in carrying out objectives? Seldom, if ever. One may say that it is not physically possible for the department head to come in frequent contact with a large group of employees and so overcome that lack of what Dr. Toad calls "a personal warmth and glow at the top." Surely he can give of himself somewhat in this phase of leadership, and, more, he can encourage his assistant heads in this. All the way down the line a generous spirit of leadership should be reflected until everyone in an administrative capacity feels it.

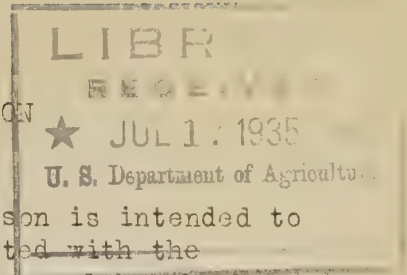
I would suggest occasional group meetings, by bureaus, divisions, or sections, where talks are given by some one of the department heads, dealing with the aims and objectives of the work. If the executive does not wish to address the group on a selected subject, he might discuss questions which they have presented, dealing with their work. In this way the employee's viewpoint may be presented, discussed and answered. A surprising number of employees of years of service have so little conception of the set-up of their organization, of its objectives, and the many phases of its work. They do not know why certain policies exist with reference to efficiency ratings, for example, promotions, leave regulations, etc. They would profit by opportunities of hearing these matters intelligently presented to them, learning of the legislation governing, etc. They could render better service if they knew more of these things. There should be more complete integration of interests of executives and employees. The chasm between administrator and employee needs to be bridged.

2. The Government service should develop and foster just such a plan of training as is being given in these classes in personnel administration which the Department of Agriculture is sponsoring. Such classes can be most helpful in encouraging employees to think beyond the limits of their particular positions, and to gain a better perspective of the possibilities of Government work. I would wish to see smaller classes and more of them, - classes which will encourage every grade of employee to secure a better understanding of his work as related to that of others, to improve himself that he may advance into something better; and to find satisfaction in the Government service. Still further, discussion groups should meet frequently, - groups of supervisors, perhaps, with a capable leader. The views of a narrow minded supervisor could be materially changed by listening to intelligent discussions of supervisory problems.
 3. It has been rightly said by Dr. Person that there is little possibility of "earned distinction" in the Government at present. This is something which should be studied and overcome. We could very well take lessons from Great Britain's 'civil service in this regard. For what incentive is there for an employee to prepare himself for advancement if he is going to be so hedged about with obstacles that he can not win the promotion he seeks? Let us study to make our civil service a more desirable field in regard to opportunities for earned distinction.
 4. Every employee who wishes to better himself by transfer should be aided in his ambition, if possible. To hold an employee back because to release him would inconvenience his supervisor is a mistake.
-
1. I doubt very much that there is more "injustice" in Government service than there is in private industry. There is, however, a great difference in attitude of Government employees and industrial employees towards such injustices as occur. Government service is to a very large extent based on the democratic principle, while private industry is still an "aristocracy." The average bank clerk accepts quite placidly "injustices" which sorely distress the Government clerk.
 2. There is no denying, however, that there are injustices in the Government service - but where is the happy organization in which there is none? It seems to me that the principal causes for these injustices are (1) the unwieldy and complex form which the Government departments must take, thereby making for bad organization; and (2) poor supervisors. There is plenty of poor supervision in private industry, but it is not so apparent to the employees because of the formality which exists between executives and subordinates. In Government service there is a great deal more democracy and lack of formality in contacts between supervisors and subordinates. This familiarity with the chief is excellent, but only if the calibre of the chief is such that it can bear scrutiny at close range. I am afraid that in many cases, "familiarity breeds contempt" here in Washington.

3. The work of each department, its bureaus, and its sections, should be analyzed carefully and a well-organized and detailed organization set up by experts. The very best supervisors obtainable should be secured for heading each bit of this work. Good supervisors can be seduced into the Government service if its work is well organized. Furthermore, each supervisor, no matter how small his job, should be trained in management and personnel (in a compulsory course similar to this one). All employees should be "taken through the plant" -- should learn what the other sections in his department do, where their own work fits into the picture, and even what other departments are doing. A series of lectures along these lines would be an excellent idea. Last of all, keep up and promote still further the "democratic" principle in the Government service, which makes for cooperation between executives and employees toward a common end -- public service of the highest sort, which taxpayers are entitled to expect.

* * * * *
* * * * *
* * * * *
* * *
*

GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE
ELEMENTS OF PERSONNEL ADMINISTRATION



The reference material selected for each lesson is intended to supplement the lecture. It will be closely associated with the basic idea of the lesson and the purpose of our course although the particular title may vary considerably from the title we have chosen for our first lesson. This lesson is of course introductory. Later we hope to furnish you with a copy of the lecture. In addition, you may wish to read: Chapter I, "Personnel Administration" by Tead and Metcalf. The subject of the Chapter is "The Field of Personnel Administration."

Many of you will want also to read Chapter VII of "A Personnel Program for the Federal Civil Service" by Dr. Herman Feldman.

Still another interesting reference is Chapter VIII, in "Business Management as a Profession." This chapter is on "Scientific Personnel Work" and was written by Dr. Charles R. Mann, Director of the American Council on Education.

Because some of you will not be able to consult library references we are handing you this mimeographed copy of a part of the preface and first chapter from Dr. Ordway Tead's new book on "The Art of Leadership". Dr. Tead will be our next lecturer.

After you have read the extract, will you please detach the last page, complete the analytical outline given thereon, and hand it in at our next lecture hour, April 12.

THE ART OF LEADERSHIP

PREFACE

The purpose of this book is to set forth the meaning and methods of leadership as contrasted with the concept and methods of command which have so long prevailed in organized human affairs.

My desire is to help those who direct others, or who will presently occupy positions of influence over others, to know why it is better to lead than to boss, and to understand how the art of leading can be in some measure acquired.

THE DEMAND FOR LEADERS

On every hand today the cry is for more and better leaders. But this recurring assertion suggests little as to why this demand has become so insistent. Nor does it help to explain just what it is that people expect of leaders. We face a general sense of a vital need. Yet it can hardly be satisfied until we consider why the need is so pressing and what the true meaning of leadership is.

If talent for leading can be developed at all, these preliminary questions have first to be cleared away. Examples of the kind of demand which is being voiced throw light upon the character of the problem. They show a shift in emphasis in the thought and conduct of organization heads. Thus they set the stage for the unfolding of a drama of absorbing human interest. For here is a drama which has for its theme the struggle between two ideas and sets of values; the idea of a beneficial art of leadership is struggling for ascendancy over the idea that command and the exercise of authority are more effective in the handling of organized human relations.

What varied expressions this increasingly felt need is producing is shown by reference to particular cases. Not long ago, for example, the president of a large corporation called to his New York office the superintendents of the company's ten manufacturing units. His remarks to them were as follows:

Gentlemen, we have always believed that our relations with our workers were built up with a consistent and liberal personnel policy. We pay wages and salaries above the market rates. We make systematic provisions for sickness, death and old age. Our various thrift plans have resulted in a relatively high percentage of home ownership among our staff. Our unemployment compensation plan, although it had to be modified as the depression went on, has meant and will mean again an assurance of stable income. Our employee representation plan was carefully devised and it has been in operation for ten years now -- long enough for our men to have developed confidence in our willingness to deal with them in a straightforward way on any questions they may wish to raise. In several of our plants we have collective agreements with labor unions in certain crafts. And these dealings have worked out well.

Still I am not satisfied with the kind of response and cooperation we get. We need and have a right to expect a greater internal harmony and unity of drive among us all. We have to have this if our company is to succeed -- not merely in making money but in building men as well.

You know that we have had various executive training activities from time to time. Now we need these more than ever from top to bottom among our supervisory staff. But we need a new emphasis. We must train for leadership and try to make our executives real leaders of people.

I believe our policies of industrial relations are developing soundly. But I don't believe they are interpreted adequately to get the cooperation they should. Executives who are leaders can and will get across that interpretation and help to create a better attitude in the rank and file. They can arouse enthusiasm and create improved morale.

We won't get these until we all try to lead -- and not merely boss.

Another meeting of quite different character, but prompted by the same kind of difficulty, was held recently at the call of the newly appointed State Prison Commissioner in a western State. Those whom he had summoned to meet him were the wardens of the several state's prisons. What he said was this:

I have asked you to meet with me because the desire of the responsible state officials in appointing me has been to effect a gradual but fundamental change in prison policy.

As you know, our attention in the prisons of this state has largely centered on preventing the escape of our charges. As long as we held them securely during their allotted terms, we were supposed to have done well. What happened to the men themselves, when they were under our care and when they got out, was felt to be little concern of ours.

The times now make different demands upon us. Prisons are more and more expected to be agencies, not of vindictiveness, but of correction, reeducation and readjustment of men to conditions of normal living. The whole increase in the use of parole looks in this direction.

How can we try to realize this aim? Many changes are no doubt called for. But one which must come, whatever else happens, is a new attitude of mind on the part of all prison officials who deal with the prisoners. They have been gaolers, bullies, custodians of men whom they feared. They must become educators, leaders, correctors of sick minds and a constructive force to help men back into normal relations with their fellows.

I know this change is not the work of a day. But essentially what we want is that prison officers, from wardens down to guards, shall be leaders of men. Only as this kind of attitude can be instilled, can we change the atmosphere of our institutions and humanize their aim and methods

A year or so ago the director in charge of the supervisors of district nurses throughout a large eastern city came to the author and this was her story:

We have forty supervisors, each in charge of a district of our city, and under each supervisor between twenty and thirty-five nurses are engaged in visiting the homes of those requiring nursing service.

These supervisors do a splendid job. But the depression has increased their problems in various ways. Promotions are slower; work is harder; incomes are reduced; fatigue is a factor.

We all believe that we could do a better job if for a time we stopped conferring quite so much about our routine problems and discussed together how we can be better leaders. We believe

we could improve the whole situation if we knew better what is involved in leading the nurses whom we direct. We want help in that direction....

* * * * *

True incidents like these could be multiplied by the score. They reveal a need both where individuals are directing others to get work done and where they are trying by personal influence to alter human behavior -- as in schools, churches, political bodies, and character-building agencies. The demand is that executives do more than command and boss, and that public and professional guides do more than exhort and manipulate others.

WHY THIS DEMAND?

It is hardly possible to exaggerate how much associated group action there has to be in the modern world. In at least three quarters of his waking hours every adult now lives and moves and has his being in a succession of group efforts. There are groups in which we work -- corporations, institutions, governmental departments and bureaus; those in which we play -- golf clubs, athletic and leisure-time associations of all sorts; those in which we do civic work -- political parties, "service" clubs, tax-payers' associations; those in which we are educated; those in which we worship; or those in which we fraternize for the sheer pleasure of social intercourse.

It is hard for us to realize what a relatively new fact this is -- one imposing new challenges as the size and number of modern organizations continue to grow. The vital problem is how to make group activity a happy and satisfying experience for people. On every side people are coming to recognize that one crucial factor in the solution of this problem is the quality of leadership displayed within the groups they join.

Why is this so?

The answer is to be found in facts like these: Organizations today are typically found to be growing by division, like certain lower forms of biological life. They also assume the effective participation of hundreds of individuals who are continually joining them with little prior knowledge of what the organizations are striving to do. They tend, moreover, toward a more and more complex functionalizing of individual duties. They tend, finally, toward the building up of a wide geographical hierarchy of administration.

So recently has this problem come upon us in every walk of life that it is easy to ignore its unwholesome and artificial consequences. The combination of these factors separates the individual member or worker more and more from a vivid personal connection with the organizations he joins. The tie becomes impersonal, cold and uninspiring. Instead of the warm feeling of group solidarity which people want, they find only a tepid and formal relation to a corporate person. Such impersonality and contractual formality are abhorrent

to our human nature. All its natural impulses rebel against a way of life so far removed from the blood stream of friendliness and personal devotion.

Consider more specifically what happens. Typically in many organizations -- non-commercial and commercial alike -- work is divided departmentally. Each department, division and operating section has a directive head. The contact of workers with the organization as such comes through the head if it comes at all.

Yet each individual's efforts are expected to fall into place as a related part of a whole large plan of pooled collaboration. Here is a problem which never solves itself spontaneously. However eager a "joiner" a person may be, he only comes to a sense of genuine oneness with his several groups as he experiences some deliberate unifying summons and personal quickening.

Whether it is joining a new church, entering a school, being newly employed by a corporation or coming into a garden club, everyone has had the painful experience of feeling unacquainted and unrelated, of feeling that he "doesn't know what it's all about," of "not feeling wanted," of "not knowing where he fits into the picture."

It takes a special effort on the part of someone in the organization to overcome this feeling. That effort toward a unifying of the desires and efforts of its members is a distinctive task of the leader.

Again, the division of labor characteristic of many kinds of organizations is a fact that tends to separate and isolate individual members from the central purpose. People's outlooks take their color largely from the kind of experience they have. The worker in the production department sees his department as all-important; those who work at selling stress the sales end. In every organization the tendency is both of the departmental heads and for the rank and file of members to see the organization's problems in terms primarily of their own functional effort. And as departments and functions become more elaborated and more cut up, this danger of a solely specialized interest increases correspondingly.

It is necessary only to set down some of the typical functional divisions now found in organizations to see the likelihood of members losing their concern for the success of the whole in favor of their part of it. There are, for example, the functions of administration, supervision, purchasing, engineering, research, planning, publicity, production, finance, sales and personnel.

Only competent leaders can correct the tendencies which functionalism and division of labor create. Only the leader can keep the group committed to that unity of aim which alone produces the best results.

Look, moreover, at the many organizations which branch out from small department of a local unit, to a whole local unit, to a district office, to a state branch, to a national headquarters. We see, for example, big railroad systems, the Red Cross, a national political party, the Y.M.C.A., the General Motors Company, the Roman Catholic Church, the American Federation of Labor. In every such instance leadership at the top is not enough, any more than authority at the top is enough. Both have to be divided and stepped down until every last member is effectively tied into the whole operation. Army organization has long recognized this truth. The top sergeant is trained to feel that he as truly as the general must be a leader.

The concern already exhibited in industry about improving the competence of the foreman, in the department store about the buyer, in politics about each ward committee head, in organizations like the Y.M.C.A. about each local secretary -- all this represents a new acknowledgement of the possibilities of improved leadership. The need is for an intimate and heartening personal stimulation at each point of contact with the entire membership, clientele or personnel.

Obviously, the field for exercising leadership has been enormously increased by this multiplication of organizations, functions, departments and subordinate geographic units. Formerly it was thought that reliance upon supermen and born leaders was enough. Now the demand is for effective leaders in many fields on many fronts and at successive levels of authority. There are simply not enough born leaders to go around! To develop them has become imperative.

Because of our need our idea of leadership must change. The leader is no longer to be looked upon as a unique individual set apart from humanity by unusual personal qualities. The leader in one organization is often the follower in another. Most of us are normally followers in many activities. Some of us are leaders in one field only, while the more capable are found to be leaders in several fields simultaneously. Some are leaders temporarily -- as when they are elevated by elections; others are leaders more permanently by appointment or by personal eminence. And occasionally one is in fact a leader although he carries no title and works wholly behind the scenes. Many so-called political bosses, for example, who have never held public office, exhibit qualities of genuine leadership and exercise great power.

In other words, faced as we are by a new kind of world -- one in which organized action is the typical channel and area of personal effort -- organizations require more than to be administered. They need to be led because the human relations of the leader to the follower are far more normal and necessary to personal responsiveness than the orders of the commander or the routine contacts of the executive.

HOW DOES LEADING DIFFER FROM COMMANDING?

Popular notions of leadership tend to be expressed in terms of power to command or ability to dominate. The whole contention of this book is, however, that commanding of itself is wholly inadequate as a basis for getting results from people working in association. All our knowledge of human nature confirms this view.

Contrast, for example, two familiar attitudes. A civil engineer who does outdoor construction work said this: "We never bother about grievances or misunderstandings with our men. If they don't obey us as they should, we fire 'em on the spot and hire somebody else." That is command in its more naive manifestation.

The personnel vice-president of a large company, on the other hand, said this: "More and more we are trying to offer our workers a life career in our employ. In taking on a man we are trying to establish a relation which will be right and happy both for him and for us. And we take a lot of time both at the start and all the way along to build up that sense of a permanent common interest. We pay a lot of attention to having our foremen and department heads translate the company's good will to the workers and bring them into a feeling of being in and of the company." That is the temper and desire which characterizes real leadership.

Again and again executives both in business and in non-commercial organizations have stated that merely for people to know what they are supposed to do is not enough. A worth-while objective, a good organization plan, a disposition to act fairly for the members of a group-- these alone never produce the strongest group cooperation and morale. Someone must make it all appealing. Someone must make the group loyal to the purpose. Someone must be able to show people how they are benefited by joining. That someone is the leader.

Command is interested in getting some associated action which the commander wants to secure. It is an exercise of power over people.

Leadership is interested in how people can be brought to work together for a common and effectively and happily. It implies, as it has been said, the use and creation of power with people. The former is interested solely in the result. The latter is equally concerned about the process by which the result is attained.

Those with the command attitude tend to assume that organizations as such can be selfpropulsive -- can be bossed into survival. The fact is quite otherwise, as the rise and fall of organizations prove. In any organization the really vital momentum is small and routine. As its size and age increase the danger grows that the big, animating purposes will be diluted, misconceived or even forgotten. Followers have constantly to be restored to warm and compelling contact with the central sources of power and motive. And these sources of power have to radiate out, be stepped down and transformed into local light and heat.

Commanders tend also to believe that organizations exist solely to fulfill the purpose they are specifically organized to carry out. Such a view is dangerous in its practical consequences. For it does not take adequate account of how people really do respond best even in groups where the main objective may be acceptable to them. A corporation which always acted literally on the premise that "we're not in business for our health; we're here to make money" would obviously make many short-sighted decisions. A golf club that was run just to make it possible to play golf would lose its members. For they also want as accompanying values such things as care in the selection of members, a pleasantly appointed club house, a chance for their families to take lessons of the "pro" and an occasional evening social function. A church which did nothing but conduct worship would be regarded by many as too austere an organization to join.

In other words, in every organization, irrespective of its explicit aim, the whole man has to be appealed to and ministered to. It is a false over-simplification of human motives to assume that people in joining a group do so with only a fraction of themselves. In addition to satisfying that fraction, organizations must also have regard for the total sense of worthfulness and self-enhancement which individuals are always struggling to secure for themselves.

The commander, because he has the power, can easily put the welfare of the organization ahead of the welfare of its members. The leader because he knows human nature will strive to make the welfare of the organization and of its members one and the same thing. For he will appreciate that organizations are always means to an end, agencies to help achieve what people want. It is the human beings themselves who are the ends.

Commanders direct organizations, and in so doing subordinate to organized ends. Leaders guide and develop individuals so that they may the better share in realizing group ends in the shaping of which they will also share.

It follows thus that the satisfaction of the leader is not justifiable end and aim. The leader may attain a sense of good work well done; he may achieve glory or even virtual sainthood in the memory of the race. But he leads because he offers people something they want. They, without him, cannot be made perfect. He is a summoner to organized effort. He is the agent of a power that uses him. That power by whatever name it is called is a real human creation-- a product of the psychological fact that in human affairs the whole is greater than the sum of its parts.

In short, organizations, if they are not to rely solely on fear or intimidation to compel their members' efforts, have to operate through the power and desire generated in the members. They must have morale. For morale is that pervasive attitude of voluntary, enthusiastic and effective mobilization of a group's efforts for the accomplishment of some purpose. And that attitude is called out and sustained by a good leader. Without him it rarely appears.

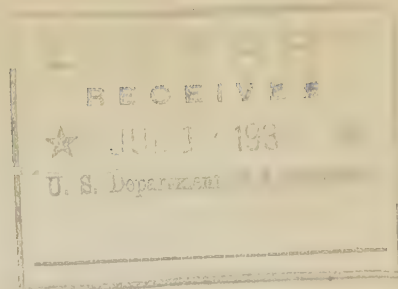
To achieve morale the desires and motives of followers have to be summoned, focussed and released. Despite the fact that human institutions are often said to be the shadow of one man, they are in truth far more the shadow of the zeal of those who helped him. That zeal is not the result of commanding and directing. It is the product of a summons and a rallying of eager desire to do something believed to be important. It is that summons which the good leader brings.

Analyze the advantages and disadvantages of "leadership" on "command" in the management of personnel on the job. Use words or short descriptive phrases, not complete sentences, under each heading.

MANAGEMENT OF PERSONNEL

<u>Leadership</u>		<u>Command</u>	
<u>Means</u>		<u>Means</u>	
<u>What</u>	<u>Disadvantages</u>	<u>What</u>	<u>Disadvantages</u>
<u>Advantages</u>		<u>Advantages</u>	

1935
DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL



LECTURE I

ART OF MANAGEMENT

by

Leonard D. White

In opening this series of ten lectures on the Management of Personnel, may I pause to say at the outset that there are few subjects which are more worthy of study than this. The Department of Agriculture is entitled to credit for having taken the first step in presenting this series of lectures on so important a subject. Although we have been practicing the art of management of personnel ever since the foundation of this government, I do not know that any department has ever before undertaken to inquire systematically how the technique of supervision can be improved. This forward-looking step confirms a point which I made a few weeks ago when I was addressing another audience in this room when I said that the Department of Agriculture had the reputation of being one of the most progressive and most intelligently managed of all the departments of government in Washington.

The subject of management or supervision of personnel is a large one, and had we time to explore the ground completely it might well lead us into practically every phase of personnel work. It is the purpose of this course as I understand it to focus attention not so much on the law of public officers or the rules and regulations of the Civil Service Commission, but rather on those human relations which exist between supervisors and subordinates, and on the wholesome nature of which depends so greatly the happy and successful work of each of us.

May I, therefore, at the outset put to one side any consideration of such matters as the technique of testing and the rules of certification, which are of primary interest to the Civil Service Commission. May I also set aside the complicated work of record keeping which absorbs so much time both in the Civil Service Commission and in the departments. Furthermore, I propose to dismiss discussion of the technical aspects of classification, although good classification is certainly one of the elements of proper management. You will also be pleased to know that I shall not undertake to repeat the rules and regulations of the Civil Service Commission. Finally, I discard for the present purpose the decisions of the Comptroller General and the Attorney General with reference to personnel, not because in particular cases they may not have some bearing on the question of good supervision, but because in general a study of this source of information about personnel work would lead us too far afield.

As I understand it, the fundamental question to which we seek answer in this course of lectures is, what makes a job in the civil service worth while; what can be done, and what should be done to make work with the government more worth while than it is, more interesting, more stimulating, more full of opportunity, more challenging. Back of this basic question lie two considerations, each of which is of great importance. The first of these is,

that an active, energetic, and contented personnel is able to transact public business more effectively and more intelligently than a group of men and women who work under a sense of injustice and grievance. Perhaps even more important from the broad human point of view is the second consideration, that, humanly speaking, our work lives ought to be as full of satisfaction and as free from limitation and irritation as possible in an imperfect world.

Whether from the point of view of more effective transaction of government work or from the point of view from creating a happy and stimulating work environment, the problem of making government jobs more worth while is of primary importance.

We must recognize at the outset that part of the answer to the problem falls outside the jurisdiction of the Civil Service Commission and of the departments themselves, for some work conditions are governed by legislation and by appropriation acts, all of which create conditions which civil service staffs have to accept. The basic civil service requirements, the scales of pay, the particular legal provisions of the economy acts, and other phases of personnel management are fixed in statute beyond the reach of any supervisor no matter how conscientious or how sympathetic he may be.

A large part of the task of making government work worth while can, however, be faced by supervisors in high and low position with the knowledge that they have it in their power to make good working conditions and thus to expedite business and create a high morale within their organization, or conversely, they have it in their power by lack of application or understanding to create stresses and strains within their organization which lower morale and which cumulatively make trouble.

In my judgment the primary responsibility for making government jobs satisfying and interesting rests both with the employee and with the supervisor. If supervision is good, work results tend to be good; if supervision is bad, work results tend to be poor. It is undoubtedly true that in most government offices supervision and management are generally not obviously bad, and on the other hand, if my very brief observation is dependable, they are not at times strikingly good. There are, however, a whole range of considerations and a large number of specific devices which are known and tested, all of which taken together make it possible for supervisors to do a much better job of supervision. It is one of the purposes of this course of lectures to set forth some of the management methods which already are in use in many cases in different government offices and which in other cases have been tested in industrial employment.

May we turn for a moment to analyze the process of supervision itself. The simplest type of supervision arises when only two persons are involved, a supervisor and a subordinate. A famous literary case which will illustrate the point is the story of Robinson Crusoe who supervised his man Friday on Robinson Crusoe's isle. This type of 1-1 relationship, of course, is not commonly found in government office and presents the simplest kind of supervisory problem. It may, however, be a very real problem, and I have known of cases where an unfortunate secretary suffered deeply on account of the stupidity of her boss.

The 1-1 relationship quickly develops into a 1-2 relationship where the supervisor has two subordinates and where the possibilities of human action and reaction begin to increase in geometrically proportion. Now the problem is not merely one of adjusting the personalities of two persons each to the other, but of adjusting three persons each to the other. Coordination of effort, one task of supervision, expands in scope. Possibility of tension may develop not merely between supervisor and a subordinate but between subordinate and subordinate, or between the two of them collectively and the superior. The 1-2 supervisory relationship readily expands into the one-many relationship. This may involve, in extreme cases where routine work especially is involved, one supervisor to twenty or thirty or forty subordinates.

As soon, however, as the superior-subordinate-supervisory relationship expands into such numbers a new administrative device comes into existence. The one supervisor finds it impossible to deal effectively with twenty or thirty or more subordinates, and consequently he introduces an assistant supervisor who takes a part of the load.

We then have a supervisory situation built on two levels instead of one which may be expressed in the formula 1-1-several. This formula in turn rapidly expands into a situation where two or three assistant supervisors may be required and we have the formula 1-3-several.

This type of analysis can readily be developed until it expands to correspond to such a huge organization as the Department of Agriculture, where tier upon tier of supervisory responsibility is built up ultimately to the Secretary of Agriculture himself. At each level of supervisory responsibility a somewhat different problem is put, and it is obvious that the difficulty of supervision and correspondingly the necessity for more careful attention to supervision increases with the size of the organization and with the building up of an extensive organization.

Such an elaborate organization is characteristic of most government departments. The simple types of supervision are less common than the complex types. Each type, however, when analyzed into its elements presents the face to face primary contact of individual with individual, one a supervisor, the other a subordinate, or one a higher supervisor, the other an intermediate or lower supervisor. The essential fact of supervision is that it is a person-to-person contact which for its successful performance depends upon the satisfactory adjustment of individual to individual. The complex of interrelations among persons increases the larger the organization; and the number of disturbing factors increases in geometrical ratio, but at the bottom of it all is the immediate direct personal contact between John Jones and Bill Smith or Mary Brown. If these contacts and personal adjustments are worked out successfully, supervision is good, organization is wholesome, production is satisfactory, and morale is high. Too great importance can not be attached to these relationships, and in the course of the following lectures much will be said about the method by which they can be properly established and happily maintained.

May we now turn from this brief analysis of the framework within which the technique of supervision operates to look more closely at the art of supervision and management itself. As we look around at the way in which different supervisors handle their staff, we see many different methods actually at work. Each method represents the particular way in which one type of personality approaches a task, modified by the reaction which these supervisory methods develop in the subordinate group. Obviously it is impossible to catalog all the different types of supervisors and all the different methods of supervision. It will be helpful, however, to point out certain sharply contrasting types which may serve as guideposts to the more accurate understanding of related types. I shall suggest three types of supervisors, all of which may be clearly differentiated and of which I suppose examples may be found in any large department. These types I call the military type, the foreman type, and the leadership type. The names suggest the different attributes of each supervisory type, but I shall develop each of them in somewhat greater detail.

The military type is, of course, peculiar to the Army and the Navy. It rests upon an officer class in which the right of command is specifically located. It proceeds upon the basis of implicit and complete obedience under all circumstances, even to the risk of life and limb in time of peace or in time of war. It requires from the subordinate, the rank and file, nothing more and nothing less than the complete performance of each command. The subordinate is in no position to question the wisdom of the command received from his superior officer, nor can he delay or equivocate in its performance, nor can he resign if he is dissatisfied. The military type of supervision is buttressed with the insignia of office, with the ceremony of salute, and other devices intended to distinguish the officer from the man and to emphasize the right of the officer to command and the duty of the subordinate to obey.

This is a type of supervision which in a military establishment is effective, clean cut, and universal. However useful in military circles, it is not a type of supervision which can be recommended for civil administration. It is not conducive to developing morale in a civil organization. It tends too easily to develop arrogance, an overbearing manner, and the technique of domination rather than leadership. Variations of the military type of supervision can be found in some public offices. These cases represent unhappy illustrations of the power complex, a psychological disaster which affects many persons high and low. The saving grace of the power complex in Napoleonic figures is that great historic results may be achieved by it. The power complex in a unit supervisor or a division chief has no such saving grace and would be funny if it were not tragic in its consequences to those unhappy subordinates who may be subject to this type of supervision. The military type is seldom helpful in civil administration, so far as my observation leads. Too frequently this type of overbearing management is the reflection of an inferiority complex or a sense of insecurity on the part of the supervisory officer. Sometimes it is due to ignorance of the fact that there are other ways of securing results. These methods create an uncomfortable situation certainly for those under supervision and quite often without doubt for the supervisor himself. While quite warranted in insisting upon firmness, such a supervisor may well remember that there are other ways of getting work done than the way which has been formalized by the Army.

Another type of supervision I call the foreman type. This is the type which one may observe perhaps in its purest form in the ditch digging gang, extending water pipes on the outskirts of any American city prior to the depression. The gang itself is frequently composed of a group of immigrants, unaccustomed to the politeness of social contact. The boss may himself be an immigrant of more or less recent vintage but amply equipped with a command of colloquial English. His method of supervision consists chiefly in bold language, much shouting, and occasional blows, backed up by the threat of instant discharge if the unfortunate ditch digger fails to please his supervisor, the foreman. This kind of supervision is rough and ready and is exclusively concerned with getting the ditch dug, not with the social or psychological consequences of the process of supervision.

Happily this type of supervision is uncommon in public offices, but it is not unknown. Its emphasis on results, that is getting the ditch dug, is probably the almost universal emphasis in public office as well. Its disregard of the social and psychological consequences of the supervision itself is also common elsewhere. I refer to this case chiefly to make the point that the general objective of intelligent supervision in government office is at least twofold: one object being to get the work done whatever it may be, a second object to create wholesome and pleasant working conditions while the work is being done. Of this more later.

The third type of supervision is what I call for lack of a better term the leadership type. Here appeal is made less to command or to force than to a sense of cooperation and of team work. A recent English report referred to "the accepted principles of team work," and these principles might well stand as a symbol of a more enlightened type of supervision in civil service than either of the two types which I have just suggested.

The supervisor who conforms to this constructive type of management is entitled to proper recognition as the captain of the team, but he recognizes that he is not the whole team. He calls the play but the team steps into action as a team for the achievement of a common purpose and not for the glorification or advantage of the supervisor. The team responds not through fear of consequences but through respect and regard. This type of a supervisor prefers to build the morale of his group on mutual respect and loyalty, not on coercion or loud talk. He builds up initiative instead of repressing it; he releases energy instead of sterilizing it; he creates morale instead of destroying it. He is a constructive force, not merely a productive machine. He is constantly on guard to preserve an unbiased and impartial attitude with reference to his staff. He plays no favorites, and not only preserves an impartial attitude but seeks to be so obviously unbiased that no one can suspect any prejudice in his official relationships. As I view the public service, he represents the type of management and supervision which should be taken as a model in preference to either the military type or the foreman type.

Other types of management might readily be described, but I will allow these three examples to stand as sharply different ways in which the general task of management may be approached. A very great deal depends upon the spirit in which the supervisor undertakes his work, and although no supervisor will correspond precisely to the description which I have given of these three types, many supervisors will correspond fairly closely to one or to the other. In the interest of a wholesome public service, the military type and the foreman type should be discarded as rapidly as we can make our adjustment to a more constructive method of supervision.

Assuming therefore that the leadership type of management is accepted as the general pattern, we may proceed next to inquire what techniques of supervision may be worked out. Here I must take refuge in the remark that this is the introductory lecture and that you will not expect me to be too specific about the specific methods of supervision which can be used in particular cases in conformity with the general form of leadership which I suggest for your approval. These special techniques will be the subject matter of more than one of the succeeding lectures, and I hope by the end of the course many specific suggestions will be made for your consideration.

Even in an introductory lecture, however, something needs to be said in a general way about the application of different techniques of management. It is of great importance to recognize the doctrine of variability in this rather intimate human relationship of superior-subordinate. Any formalized iron-clad rule book system of supervision is bound to be inadequate and in many cases productive of more harm than good. A supervisor has to be eternally vigilant to apply particular methods of supervision in the particular case where they are appropriate, and to avoid methods of management which are not suited to the persons or to the groups which are being directed.

Any supervisor who studies his subordinates even in the slightest degree quickly recognizes great variations among them. He sees the sensitive employee and the hard-boiled; he observes the responsive and the irresponsible; he learns to know the loyal and the disloyal; he sees the quick and the dull. He may even contrast with his normal group of psychologically well-balanced subordinates one or more who are distinctly neurotic or psychopathic. He becomes familiar with the broad difference between the two psychological types, the extravert and the introvert.

It may be worth while to pause at this moment to say, if you do not happen to be familiar with these psychological terms, that they represent two broad categories of human personality and that no slightest stigma attaches to either type. The extravert is characteristically the sociable, talkative, sometimes bustling sort of a person who makes contacts easily, whose imagination runs freely, and who enjoys social life. The extravert deals with persons and things rather than with ideas and books.

The introvert on the other hand is an introspective type, not sociably inclined, preferring to work as a lone wolf rather than as a member of a group. He lives within himself rather than externally with the world at large. He is more likely to be interested in books and ideas than he is in persons and movements. He may be quite as valuable a citizen as the extravert, but he represents a different psychological type.

Obviously, intelligent supervision will use different methods in dealing with an extravert than in dealing with an introvert, just as an intelligent supervisor would react differently to a hard-boiled subordinate as contrasted with a sensitive soul. Perhaps I should add that a supervisor should act differently in these cases rather than imply that he always does.

Time will not permit me to develop these different human types and variations, but I do wish to emphasize the exceeding importance of adapting supervisory methods to the type of person who is being supervised. One method of supervision, however good it may be for Mary Brown may be absolutely fatal for Sally Jones. I can not help but believe that a great deal of the unhappiness which one encounters in some sections of the public service is due to the simple fact that supervisors have not been intelligent in their task of supervision on account of failure to recognize the fundamental differences in human response which are represented by some of the psychological types which I have just described.

With the necessity, therefore, of adapting means to ends firmly fixed in our minds, may I proceed to consider briefly the two major types of supervision with which all supervisors are from time to time concerned. One type of supervision may be called broadly the repressive and corrective; the other type is the constructive and developmental.

The repressive and corrective type of supervision is sufficiently common to require little discussion. It may be merely correcting a misunderstanding of work assignment in which no emotional tension is created; it may mean the correction of errors in the construction of a statistical table; it may mean caution about too frequent tardiness; it may involve a warning about the consequences of failure to pay one's debts. Occasionally it may involve reference to the disadvantage of excessive use of intoxicants. In short, from time to time employees wittingly or unwittingly put themselves in a position where it is necessary and proper for a supervisor to warn, reprimand or punish. So long as human nature remains imperfect, and I suppose these imperfections will outlast the New Deal, we must expect supervisors to be prepared to supervise in this sense of the term. Supervisors certainly should not shrink from strong medicine where this dose is indicated.

The other major type of supervision is what I call constructive and developmental. Here the supervisor is not criticising or correcting or warning an employee, but is taking affirmative steps to improve the situation in which the employee finds himself. There are many illustrations of ways in which such constructive supervision may take place. One important aspect is to give attention to the social adjustment of newcomers to an office. Those who have been in Washington for many years do not realize how difficult it is at times for new employees to fit into the social life of their group or of the community. Supervisors can be helpful at this point.

It might well be a continuing interest of supervisors to recommend to their employees further educational opportunities, so that these employees may progressively fit themselves for promotion to higher positions. The number of such opportunities in Washington is steadily increasing. Care should be taken, however, to make it clear to the employees in one's office that they are under no compulsion to take training or to attend any courses. In the Civil Service Commission we have a weekly seminar in civil service practice. Attendance at this meeting is entirely voluntary and in my opinion this is one of the chief reasons why it is working so successfully.

A skillful supervisor will try to keep the employee continuously interested in his work. This will require a good deal of skill in varying assignments so that a man or woman will not be kept indefinitely at the same desk on the same piece of work. These changing assignments are a definite stimulus and furthermore give opportunity to observe to what degree an employee may have capacity for growth into greater responsibility.

A skillful supervisor will be prepared at proper times to advise his subordinates on the rather delicate topic of personal adjustment. Some of us have difficult personalities showing awkward humps and sometimes sharp corners which make smooth adjustment of one to another more difficult than is really necessary. A skillful supervisor can do much to bring down some of the lightning rods and smooth out some of the humps to the great advantage of everyone concerned. At this point also I may say that a skillful supervisor will take care in making assignments to avoid placing together two persons whose individualities are antagonistic. Too much wear and tear in public office is caused by the inability of clashing personalities to get away from each other's sphere of influence.

This suggests a further interest which intelligent supervisors will have in their subordinates, a much more elastic opportunity for transfer than we have at the present time. A whole lecture might well be given on this subject, but I will content myself with saying that greater opportunity for transfer and by implication for promotion is one of the crying needs of the civil service.

This leads me to suggest a proposition which everyone will agree to in principle but which only too few supervisors will accept in practice. The proposition is that even the very best employee in one's group ought to be given the free opportunity to move to another office whenever opportunity for the improvement of his position appears. I am aware of the fact that altogether too often a really able employee is carefully concealed from the knowledge of another office or section so that no competing offer will be made to him. This exceedingly short-sighted policy represents the complete perversion of proper management.

In short, the constructive and developmental type of supervision is interested in the public service as a whole and not merely in the narrow welfare of the particular tiny unit over which the supervisor presides. Constructive supervision is interested in the persons supervised as well as in the maintenance of "law and order," and to the extent that the employees are helped by constructive supervision, to this extent the interest of the government is served.

Supervisors must eternally keep in mind the fact that their attitude toward their staff is quickly sensed by their subordinates, and that this attitude is reflected throughout the section or division over which they preside. Supervisors must always remember, too, that the greater respect the employees have for them the more completely they will enjoy their work and the more effective will be the work of the unit.

By and large we have had too much repressive and corrective supervision in the public service. We have not had enough constructive and developmental supervision. The former is relatively easy; the latter calls

for qualities of personal leadership and insight which are difficult and relatively rare. We can not be content, however, with the quality of our supervision until we have a proper balance of the two types which I have been describing. Some employees will require heavy doses of repression in order to keep them within the limit of official conduct. Most employees respond to the helpful influences of constructive supervision, and it may even appear that some lost souls for whom harsh control has been a long-time prescription may themselves respond to a sunnier and more hopeful type of official contact.

In presenting this point of view, may I say that the objective is not mere sentimentality. Nor need supervisors concern themselves about the danger of building up their subordinates to the point where they will take away their own supervisory jobs. The object in view is definitely to improve the public service by making it a more wholesome place in which to work. If the public service is more wholesome, greater interest in work will follow automatically and greater accomplishment. All of this will be reflected in hard dollars and cents savings to the taxpayer, and even federal employees, having recently completed their income tax returns, can appreciate the importance of this consideration.

If the public service is a more wholesome place in which to work and live, it will have a greater attractiveness not only for those who are in the service now but for those young people graduating from high schools and colleges who are now deciding whether to enter industry or the government service.

As I have said on other occasions, it is of fundamental importance that some of the best of these young high school and college graduates choose the public service for their career. Intelligent supervision will make it easier for them to come into the service of the state instead of seeking their life work in private lines.

May I now bring this lecture to a close by attempting to summarize the main points which I should like to leave with you.

1. Personnel management and supervision is one of the most useful means of creating an efficient and contented organization.
2. The primary responsibility for creating contentment and efficiency in an office rests with the supervisor, together with the employee himself.
3. Supervision may involve merely a 1-1 relationship, or it may involve a one-many relationship, or it may expand into a series of superior-subordinate relationships involving three or more tiers of responsibility.
4. The more complex the organization the more difficult and the more important becomes the technique of management.
5. Three different types of supervision may be distinguished. They are the military type, the foreman type, and the leadership type.

6. My own preference is strongly for the leadership type of management.
7. Any type of supervision must recognize great variations in human personality and must adapt the type of supervision to the type of personality in question.
8. Two general patterns of supervision may be distinguished - the one called the repressive and corrective, the other may be called the constructive and developmental.
9. By and large, we have had too much repressive supervision and too little constructive.
10. Improvement in supervision is valuable not merely because it leads to an appreciable increase in efficiency but because it makes the public service a more humane place in which to live and to work.

* * * * *

* * * * *

* * * * *

* * * * *

* * * *

* * *

*

8188
1135

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

Lecture No. 2

HOW EXECUTIVES CAN BECOME LEADERS

By Ordway Tead

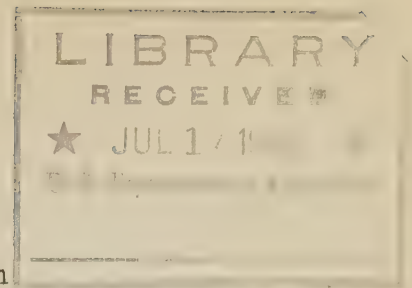
Friday, April 12, 1935

It is with a great deal of pleasure that after a lapse of 18 years I come back for a brief period on the government payroll! And I come back it seems in somewhat the same role as that I was in during the war, namely, in the effort to help government employees who are supervising the work of others to make their services as supervisors more effective. That is what I happened to be doing for the government in war-time.

There is a story of speak-easy days which serves to bring out a point I wish to make. A man was standing at the bar taking a drink and repeating very vigorously to the air "No; No." Another gentleman observing, saw him ask for another drink and utter "No, No, a thousand times No." He repeated this with the third drink. Finally, this other gentleman stepping up to him said, "Pardon me, but would you mind telling why you are so vehement in saying 'No, No', about?" "It is this way", was the reply, "I am secretary to a bank president and spend all my time all day saying 'Yes, Yes, Yes', and I am pretty fed up on it!"

I do not know that the problem of the man who has to say "Yes, Yes" and of the other man who expects it, is confined necessarily to bank presidents and their secretaries. I am inclined to think that this lack of harmony which the story illustrates may creep into other kinds of managerial contacts.

I asked for the privilege of talking to you about the problem of how executives can become leaders, because, it seems to me, that is one of the crucial needs of our time. I want to take a moment to explain why it seems to me that an effort should be made to change the emphasis from mere executive work to what I shall define as a leading emphasis. I think there are three reasons why we have to concern ourselves a little with the quality of executive work. First, because of the nature of the executive job itself; second, because we know, because it has been brought home to us through psychological study, the deficiencies of bossing, of mere command, of the exercise of power; third, because our advance into an understanding of human nature brings recognition of the fact that there are certain cravings in human nature which a leading technique satisfies as a bossing technique does not.



May I take a moment to suggest what the executive job is typically in almost every type of work. It seems, at one level and another, planning and defining the policy to be carried out; organizing the activity of oneself and others; supervising the progress of work; giving the general orders as to how work should be carried out; transmitting policy from the top down; training in techniques and responsibility; the coordination of the related efforts of a number of people; the vitalizing and stimulating of the people in the organization to do their best; keeping up the morale of those working together to get something done. Now, it is this last, this vitalizing, this stimulating, this charging with a degree of interest and enthusiasm which is the big contribution which leading offers anyone in addition to the essential executive duties which are always characteristic. This recognition of the need for stimulating and vitalizing realizes that people do not automatically respond well. There is need for some outside force to make the efforts of men become effectively related in a united drive. That need the real leader supplies.

I can quickly illustrate what I mean here by reference to a corporation in the middle west where in point of policy, method and procedure, what we regard as good personnel practice was well carried out. The personnel head of the corporation took me to see the various kinds of activities, describing the features that they had, and it was all splendid. Yet when I got back to his office, he said, "Despite all this that you see, we do not feel that our employees rise to it. We do not feel that we get the morale that you would think we were entitled to as a result of the kind of things that are being done here." I said "Why is that?" He smiled, and reminded me that we had just been in the office of the president of the company but we had gone through two or three secretarial doors to get there. There was a mahogany desk and behind it sat a man curt and brusque in manner. He was the executive head; but he was no leader. And the organization suffered for lack of a personal warmth and glow at the top.

What often happens is that we never get down from the top of our organizations any effort to interpret to our people what it is that is being done, what it is that we are trying to do. There is a failure to supply leadership. We go through certain motions but the motions are not any good if there is not that vitalizing, personalizing, democratic quality down through, that really makes a quickening, heartening influence which yields cooperation.

Now, the deficiencies of bossing are something that we really know about today. Bossing is getting things done because somebody imposes his or her will upon the will of somebody else. You'd be surprised how much of this still exists in factories and elsewhere. You can still see on foremen's desks a card which says "If you want to know who's boss around here, just start something!" This attitude is still much too prevalent in the way of thinking and dealing of people who are in charge. It is the attitude of, "Theirs not to reason why, theirs but to do or die."

The other way is not the mere imposition of one's will, imposed with a motive more or less of fear. The new way says you are trying to get something done because people themselves become anxious to want to do it. That is the difference. It is not that the end, the result, the getting something done is so different. The great difference is how it is that people are brought to achieve certain results. In the bossing method, fear is the motive largely being employed. In leading it is the welling up from within, it is the internal drive of all towards achieving the results in view.

Also, bossing tends not to realize that in the relationship of one directing to those being directed, much of what has to be done is in the nature of the particular situation, not in the personal factors involved. One doesn't occupy a directive post merely by virtue of personal qualities. One exercises responsibility because a position is there which requires that certain responsibility be assumed and that certain directive influences be kept going. Leading and executive work have always to be thought of as having those two phases, the quality which the man or woman brings to the job and also the fact that the situation or position which they occupy requires certain directive activities.

In industry it is more and more becoming a slogan that "good training takes the place of orders;" that if standard practices in methods and sequences of operation, standards of quantity and quality performance have been well established and well conceived, the need for constant interference and order giving on the part of supervisors becomes much reduced. That is another reason why it is that the bossing notion has lost ground. The training emphasis, the emphasis on subordination of orders to standard practice, has gained as we have improved organization structure and technique.

Perhaps as important as any of the reasons why leading emphasis is coming to attention today has to do with what I shall call people's craving to be led. I'd like to have you visualize with me how pervasive, how inclusive throughout our life, excepting only when we are asleep, is the fact of moving and living and having our being through organization, through groups of some sort. Not merely in work relationships but in work, play, religious activity, we function for the most part in group relationship, in organized activities. To a certain extent, that is natural to us. But I am not at all sure that we can say that the inclusive character of organized effort is entirely natural to us. The fact that every minute we are shoulder to shoulder and having to make adjustment to one another's personalities is not natural. And in both business and government organizations, when the work organization becomes increasingly large in size and the dangers of impersonality of relationship arise, you find a real danger that the individual will be lost to himself, will feel estranged, will feel unhappy, will feel that he is just going through the motions of a necessary job that brings in the pay, but will not feel what he is entitled to feel, namely, that in and through the experience of working with others in association he gets a kick, he gets a thrill, he gets the sense of satisfying and realizing his own personality, his sense and desire for gratifying development and expression.

If we can't make the organized group activities which occupy the great bulk of our working hours satisfying, happy mediums of self-expression for people, we are in a very bad way in our modern life, because so much of it is spent in groups. I believe this is not an impossible and unreasonable challenge that we make to organizations and their leaders, to ask that they create a situation in which fulfillment in the individual worker comes in and through the kind of thing he is doing hour by hour, associatedly, with others at work.

I ran across this sentence the other day; it was applied to political activity: "Nothing bolsters up morale like victory." That sentence pulled me up with a jolt. I said to myself in how many organizations are people working where the experience of victory is an occasionally gratifying experience for the rank and file of the people? Isn't there likely to be in the organizations with which you and I have our experiences the danger of routine, monotonized, repetitious experience in which the highlights, in which enthusiasm and measures of attainment rarely occur. And doesn't it become a genuine duty of executive leaders to plan the flow and scheme of work so that every so often something which in the work set-up is equivalent to victory can be achieved by all? The benefits, the by-products, the stimulating, exhilarating, enthusing influences of that kind of victory can, I am sure, be immeasurably beneficial in all kinds of organizations.

It seems to me that in the pressure of organized contacts upon us in modern life and with the large proportion of our time that we all necessarily spend at work, there is need that we somehow or other occasionally transcend ourselves by occasionally being excited, occasionally having our blood quickened. It is not satisfactory that this kind of experience, this quickening impulse come to us only vicariously, as for example, through the movies. That, apparently, is where the enlivening, emotional quality of life does come for many people today! We have, rather, the job of making the relationship to those being led and the way in which they are led, yield us genuine exhilaration, excitement, glamour. This is a demand which human nature makes upon life, and good leading can help to supply it if it will work towards that end.

There is also a real craving for community of feeling among us, coming as we do from diverse geographical quarters, with diverse interests and diverse outlooks. The leader's job is to help foster community of interest and community of desire and effort on the part of the people being brought together in organizations.

An industrial executive said to me the other day, "If we do not lead the men," (he was speaking of his plant) "who will?" He recognized in saying this that the craving for leadership is going to try to satisfy itself in one channel, in one outlet, if not in another. And if within the range of one's work effort is not being made to supply that type of leadership which a man will respect and admire, and will love to follow, then there are going to be efforts made by other individuals on the outside, either related to work or to something else, which will enable people to release energy and emotional vigor.

All of this presupposes that I have some definite notion as to what I mean by leading, and I must give a formal definition. Leading is the activity of influencing people to cooperate to get something done because they want to do it.

This question of cooperating together to reach some aim becomes, therefore, one of the first elements in this definition. Unless things that you are organized to do commend themselves to people as being reasonable, as being worthy, as being socially significant, you are not going to get the loyalty nor the interest that you want. This problem of what the purpose, the goal, the aim, the objective is, is one that has to be answered even in organizations where it might seem to be perfectly obvious to those who are doing the leading what the answer is. It has to be answered not at the top but at the different levels of administration all the way down. You will find that there are major objectives such as the big idea to be followed through; then there are minor and secondary aims that help to build toward the major objective. It is by no means true that even the leaders of organizations up and down the world have as clear a notion as they always should as to what it is they are trying to do. There should always be the effort to study and then the effort to interpret what is the big idea of our Department, our Bureau, or Section. This is one of the things that the executive leader will start with, if he wants to change his emphasis over to a leading emphasis, because it is only as that aim is translated into terms and into experiences all down the line that it is going to be sold to the followers.

Somehow or other the things that the organized group is trying to do must commend themselves to the led because the led find them good. The goal of the organization has to take into account the goal of its people; and those two things are not fundamentally at variance with each other. The goals of its people as individuals are not unreasonable; they are not essentially at odds with the organization goals. People want security for one thing. They want status. They are entitled to have self-respect. They want some sense of progress, development, growth in the process of doing what they have to do. They want self-realization, self-expression, self-satisfaction. And my great point is that this demand upon their work relationships is one they can satisfy under wise leadership. The demand which we all rightfully and insistently make to realize ourselves and to amount to something, is consistent with the demand which the organization makes for our creative effort toward the attainment of its goal.

How do you get people to discover that the thing which the organization wants to do is good for them and makes identifying their interest with the group interest a good idea? You do not do it by exhortation alone. You do not preach at people and you do not do it merely by putting up notices on bulletin boards or by having house organs with statements signed by the head of the company or department. People aren't convinced that way. People are not affected permanently by that type of exhortation or formal statement. People are brought to harmony with the purpose of an organization most effectively in one way, as I see it, and that is by getting through their working activity, the experience of finding it good for them, of realizing in terms of contacts and associates, in terms of opportunities for advancement and recognition of work well done, that the organization does and stands for activities which are good, satisfying and legitimate.

There is a famous old saying that a man learns to be a good flute player by playing the flute. A man also learns to be a poor flute player by playing the flute. And that acute observation calls attention to a very important point which bears upon this matter of translating objectives to people. Raw experience does not necessarily bring conviction. The experience of our employees, of our rank and file, have very often to be interpreted to them. Here again is where the leader occupies a big role. You may have heard with reference to employees of certain companies and even to government employees the remark "Why, those people don't know when they are well off!" Now, when that comment is made about a group of employees I would say at once that there is evidence of a genuine failure on the part of leaders who have not done a proper interpreting job. If the policies are good and if they are intelligently administered, why should not the people realize how good they are in comparison with what takes place in some other organization where there is not so much mindfulness of people's self-respect, etc.?

One of the jobs of leadership is to interpret the experience that people have so that they may realize that the goals being worked for are good for them and the way in which they are being worked for is satisfying for them. People often have to be made to see when it is true and can be shown that they do have a stake in the big idea; that there is something there for them to be loyal to.

At this point I cannot help reminding you, in concluding these few remarks about the importance of the kind of goals, that you in the government have a relatively simple problem and a splendid opportunity in interpreting goals to civil servants. You are not trying to vindicate the drawing off from the efforts of your associates of a certain amount of profits for absentee stockholders; you do not have that problem. You do not have to try to make people loyal to a situation where the extent of their stake may be very precarious and very slight, or where the tenure of their positions may be exceedingly uncertain. You have a situation in respect to an organized relationship in the government employ where there is a clear-cut appeal, department by department, of high-minded public service supported by a range of long-built-up policies (which, again, ought to be interpreted to the rank and file), policies about security, status, and the rest, which have been developed. I do feel that with the advantage you have in terms of soundness and the high-mindedness of the goals that animate activity in government agencies, there is this further duty which I am not at all sure is being fulfilled, namely, the duty of charging with real emotional conviction those who are associated with you that you are at work upon a vital public service. And this public service does merit cooperative loyalty. The appeal can be made in terms of benefits that accrue to them, to the service and to the public good.

* * * * *

Perhaps you say that we have always been brought up to think that leaders are born and can't be made. It is true, of course, that certain people are born with combinations of talents, equipments, physical and otherwise, that seem to make it easier for them to attain leadership in the world. My point would be that as we have to continue to increase the number of executive positions, top, middle, bottom, all the way through in organizations, we do need people in these myriad posts who are adopting a leading mind of attitude. And if we conclude that leaders are born and not made, that we can do nothing with our executives to improve the quality of the work they do, to improve their leading techniques, we might just as well not be here this afternoon.

When you come to analyze what personal qualities characterize leaders in various walks of life, you realize that there are qualities susceptible to development, to training, and to improvement. I am going to mention briefly, just what seems to be some of the more outstanding qualities which we observe as being significant elements in personality that go to make people more effective when they get into leading situations.

First and foremost is a plentiful endowment of physical and nervous energy. A characteristic that runs throughout the whole range of those who have reached leadership positions with any degree of success is energy. And if we can manage in various ways to conserve and utilize to good effect this energy, we are building on a sound physical and nervous foundation. Energy is, moreover, at the bottom of ability to exhibit courage; it is at the bottom of ability to show persistence; it's at the bottom of the fact that one can be, on occasion if necessary, forceful in the way in which one handles oneself or a situation.

The second qualification would be purposefulness--a clear sense with respect to some goal in life, something to be done, a course to be followed, an end to be gained.

If you have energy, a clear sense of purposefulness in one direction, you are almost bound to get the third quality which is enthusiasm, and that certainly is important. Enthusiasm is a very contagious thing. The world is eager for it and catches something from it.

Friendliness is a quality which good leaders have been able to manifest, and with success -- sheer human friendliness.

Another quality is integrity. Where this quality is found we say we "can trust that man". There are different kinds of integrity. The kind of integrity you demand of a minister is not the kind you demand of the captain of a base ball team. But essentially those who are following have to have the sense that "He is a regular fellow and we believe in him." That is the kind of thing I mean by integrity.

You must also have technical mastery. The leader needs to be in reasonably efficient command of the technical instruments and details of the work undertaken. He does not have to be the best one but he does have to know when work is being well done.

Decisiveness is important because there come occasions in all organized efforts where emergencies arise and there has to be a lead given, a choice made, so that action may proceed.

Intelligence, quickness and acuteness of mental perception, ability to put 2 and 2 together is required. If there is intelligence, it will be possible to develop qualities of imagination which big leaders have, and to encourage the utilization of a sense of humor which is also important.

A good deal of teaching skill can wisely be exercised. And finally, for want of a better word, I use the word faith. I think good leaders have faith. They have faith in people, they have faith in human nature, they have faith in effort, they have faith that there is a good, a better, and that the good and the better are worth striving for. You do not get leaders out of pessimists, cynics, or futilitarians. Faith is an indispensable part of the whole equipment that makes leadership.

Now, if you will review in your mind those qualities, I think you will agree that by paying attention to many of them real improvement in one's qualities can take place. I have not time to go on and indicate how that might be done, but I have done it elsewhere in my latest book if you should care to follow this through. I am convinced that we can add a cubit to our stature in point of skill in combining performances and efforts into a total activity which is leading.

Related to the subject of one's qualities, may I speak a word on the subject of our behavior. We have found in industrial personnel work that a great many people in supervisory positions had failed to recognize, had never been aware of, the fact that elements in this behavior make a difference in their effectiveness. The entire bearing and attitude, even the facial expression of the supervisor, influence others in hour by hour contact with them. There was a prolonged and careful study made involving this problem at the Western Electric Company plant in Chicago several years ago. This study established quite clearly a truth which needs to be shouted from the housetops -- that the attitude, the bearing, even the facial expressions, do make an important difference in the happiness and the effectiveness with which we meet and influence and direct others.

Did you ever stop to think when you come to consider our personal bearing how many different adjectives you can apply to it -- the supercilious attitude, the grouchy, the preoccupied, the condescending, the bored and the aloof. You can go on and characterize one's appearance and bearing in innumerable ways. These negative attitudes are bad from the point of view of effectiveness. They do not need to be there. There

do not need to be bad attitudes detracting from the effectiveness of one's influence. The quickest way to help that situation would be for each of us to have that most unpopular individual, the candid friend, who would tell us that we were supercilious, aloof, etc. At least, we can ask ourselves, do I scowl? Is my head in the air? Do I refuse to say a courteous "good morning?" Do I recognize people as I pass among them? By taking thought, I am sure that problems that have to do with attitude, bearing, appearance, facial expression, can be beneficially considered.

Did you ever stop to think how many different ways there are of giving orders? In the biography of Owen Young there is a statement that Mr. Young never gives an order; it is always phrased in the terms of a polite request, such as, "Don't you think we better do this?" "May we do some dictation now?" How simple it is to phrase the request in a mannerly form, handling the situation in an agreeable, gentlemanly way, as against the abrupt, the crisp, the indifferent way of doing it.

The same way with reproof -- there are good and bad ways, there are beneficial and harmful ways. Reproof is essentially an educational factor rather than an effort, which it sometimes is, to release the emotional upsets of the person giving reproof.

As to the value of commendation, I can say unqualifiedly with respect to industrial personnel work that it is the typical situation that when you do something wrong you get called down for it but when you do something right nothing is said. That is the typical executive relationship in industry in spite of the fact that everything we know about human nature leads to the conclusion that most people profit from, and get out of their shells and work hard on the basis of judicious, discreet, occasional commendation or approval from the big chief rather than on the basis of only being criticized when the thing is not going right. A judicious and far more generous use of commendation is one of the values that we can get.

Another matter of technique which giving thought to can improve is the getting and using of suggestions of those who are working with us. You will have to judge for yourselves whether this applies to you.

In short, by being lavish of his personal influence and thinking in terms of merely not getting the work done but of using the lubrication of mannerly, gentlemanly, considerate influence, the executive can go a long way toward becoming a leader.

Now, the other side ought to be mentioned. I would add to all I have said that the regular hierarchy of leaders cannot do it all. There has to be the support of policy and practice and procedure of a personnel department, or whatever you may call it here. It takes care of the technical details of recruitment, classification, compensation, promotion, certain aspects of training and the like. If you are going to have a good organization, executives in charge of others should be supported by a specialized staff service of those who are particularly trained in the field

of personnel. If you are going to have good leading and high morale, those two things are necessary--effective supervisory leading work on the one side and the supporting influence of personnel specialists and procedures on the other.

Let me add this: Every executive is the crucial personnel executive for the men and women in his or her department. The happiness of relationships and the effectiveness of work done in your department are not primarily or exclusively dependent upon what goes on in a personnel office as an agent for the department. The personnel work in its totality is as effective as your relations with your subordinates are effective in good leading. The difference, may I say, between a leading emphasis in directive work and bureaucracy comes right there. If one merely goes through the directive efforts and requires that the work procedures go on with no show of initiative, responsibility and leadership, these routine procedures soon create a deadening condition which we call bureaucracy. Where, however, department heads are able by virtue of their qualities to take more initiative, to be better leaders, to win loyalty, to point out the value of the goals being achieved - where all of those conditions are being satisfied - the danger of bureaucracy is going to be much reduced.

What then, in conclusion, have I been trying to say? First, that the leading emphasis, that the idea of leading, is a beneficial one for executives, for followers, for the effective conduct of work of organizations as a whole. The leading emphasis means evoking of positive motives and desires from those being led. It means the conscious effort on the part of the people who are doing the leading--effort of persuasive salesmanship as to what it is they are trying to do. It means that the leader is clear about objectives and aims. It means that the rank and file do in fact as the days go on get a reasonable experience of growing, developing, being happy and satisfied, of making a contribution to the organized effort.

That, I think, is what it comes down to - the sense that you as a leader are building in those whose work you direct a genuine conviction that self-realization and self-satisfaction is being found by them in and through their job. If they are so being appealed to, the happy development of you yourselves as leaders will also be assured.

There is a brilliant challenge in directive work today to try to get this sense, this new grasp, this new exhilarating notion of how it is that workers and associates are inspired. Executives can elevate their work into something which is always challenging and interesting, because of the intricacies and changing diversities of human relationships. Wouldn't it be fine if all of us could exemplify in our supervisory work the beautiful lines from that old hymn:

We touch Him in life's throng and press
And we are whole again.

If the led can get, from time to time, that sense of wholeness, we have as leaders done a good job indeed!

DEPARTMENT OF AGRICULTURE

GRADUATE SCHOOL

ELEMENTS OF PERSONNEL ADMINISTRATION

Lecture III

Incentive and Impulsion
by John H. Williams

Thursday, April 18, 1935.

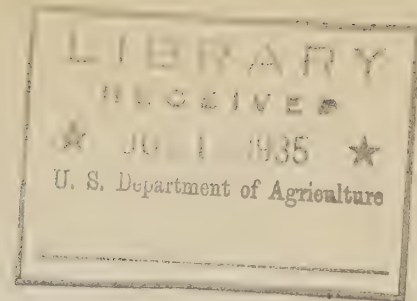
Although this course is conducted under the heading of "Personnel Administration", my talk is going to be very largely on management, which is closely akin to personnel administration but from a different angle. From the angle of how to get people to work effectively - how to develop the good-work attitude.

The usual method of stimulating effort is through financial rewards in the form of bonuses, profit-sharing, etc. These have proved very helpful, especially in productive industries, but by themselves they constitute a rather primitive form of management. To be fully effective, the work in connection with which they are to be paid should be carefully planned and so arranged as to furnish to the workers an opportunity for satisfying his or her pride.

Pride in one form or another is the mainspring of life, without it nothing is worth while. People may satisfy their pride in different ways. Some may even take pride in avoiding work, but those who work willingly do so either because they take pride in doing what is expected of them, or, because they are stimulated by the opportunity work offers for winning recognition among their friends and associates. People generally are more concerned about what their associates think of them than what their bosses think of them. A person may fool his boss, but he can not fool his associates. Whether he works in an office, a factory, or a ditch, he can not fool his fellow workers. This should be taken into consideration in planning work. It is with reference to how to plan work so it will stimulate the pride of the workers that I am going to talk to you today.

The best means I can think of to convey this to you is to tell you a true story of a case of this kind and then to discuss it, but before doing so I will enumerate the things that must be done so that you may identify them in the story.

The first thing you must do is to make a clear definition of objectives in terms of the things desired to be accomplished. People too often start to do something with the emphasis on what they are going to do rather than the ends which they wish to accomplish. Without a clear vision of what it is desired to accomplish one is likely to do a lot of unnecessary things.



The second thing is to group the workers according to the part they are to play in bringing about these accomplishments. After you have made a clear definition of the things to be accomplished, then group the workers according to the part they are to play in bringing about these accomplishments.

The third thing is to designate some one as leader and manager for each group.

The fourth thing is to determine a measure of accomplishment for each group. There must be a measure. Merely an objective is not enough. It is too general. The translation of objectives into terms of measures of accomplishment is important in getting results. Without a measure one may mistake activity for accomplishment.

The fifth thing is to make sure of a common understanding of the work and measures of accomplishment of each group by every other group. It is not sufficient for the head of an organization and the manager of each group to know what is expected to be done. It also is desirable that each worker should know what his and every other group is expected to do. One way of driving home a definition is to say that it is not such and such a thing. Every group should know what every other group is to do, which is another way of saying what they are not to do, as well as what they are to do.

The sixth and last thing is to establish a means whereby the accomplishment of each group will at all times be apparent to all other groups. It is not sufficient that each group shall know what it accomplishes. It is desirable and helpful that the accomplishment of each group should be known to every other group. Did you ever see a child start to cry and then look around and seeing no one observe him, stop crying. Well it is much the same with grown people. There is not much to be gained by keeping records unless some one besides the persons directly involved sees them.

So much for the things that must be done to get the best results from a group of workers. Now for the story of an actual case.

The case I am going to speak of took place among a group of Civil Service workers within one of the departments of one of the states. This department handled complaints with reference to certain services of the Government. There was great difficulty in having the complaints attended to promptly. There were from 10,000 to 15,000 such complaints yearly, and there were 1,200 to 1,800 complaints pending at all times. The situation was not satisfactory. It meant that a person making a complaint would have to wait a month or six weeks before the complaint was attended to.

The head of the department had tried very hard to shorten the time it took for a complaint to be attended to but he had not been very successful. When he neglected his other work and devoted his time to complaints, he was able to get the pending complaints down to about 1,200 but when he turned back to his regular work the number of pending complaints soon rose to their former level of 1,500 to 1,800. He finally called in outside assistance in the matter and the problem was solved as follows:

A considerable number of complaints were studied to ascertain the work involved in satisfying them, and how this work could best be handled. There were found to be five kinds of complaints and it was decided to have five groups of workers and that each should handle only one kind of complaint. It having thus been decided how the complaints should be handled in general, the next step was to establish a regular routine for it and for keeping records with reference to it.

Accordingly, a central complaint desk was established to which all new complaints were to go and be recorded, and then passed on to the appropriate group for attention. As and when each complaint was satisfied it was to be returned to the central complaint desk. A different color was assigned to each group and when a new complaint was received at the central complaint desk the first thing done was to make for it two 3x5 inch index cards and a filing jacket of the color assigned to the group to which it was to be sent for satisfaction.

A visible index large enough to hold one 3 x 5 card for each pending complaint was placed in front of the central complaint desk, and one large enough to hold one 3 x 5 card for only one group was placed in front of each group manager's desk.

I assume you know what a visible index is. In the ordinary file you cannot see what is on the cards unless you take the trouble to thumb through them. In a visible index file the cards are spread out on a panel. Each is 1/5 of an inch below the other and you can read the first line of each card without so much as touching them. The approximate number of cards in a visible index file is apparent at a glance by the space the cards cover. If there are 40 cards, as the exposed space on each card is 1/5 of an inch, there would be 8 inches of cards. The central complaint desk file had to have at the outset 18 panels about 24 inches long, each holding 100 cards. Each group manager's desk file had to have from 3 to 5 of such panels according to the proportion of the whole number of complaints it would be required to handle.

The central complaint desk, after it had made two cards and a jacket for a complaint, put the correspondence and other papers if any pertaining to the complaint in the jacket and gave it, together with one of the cards, to the manager of the group according to its color. The group manager put his card in his visible index file and the central complaint desk manager put his in his visible index file. As each complaint was satisfied the group manager took the corresponding card out of his visible index file and returned it with the appropriate jacket to the central complaint desk. The central complaint desk upon receiving such card and jacket took the corresponding card from his visible index file and filed both cards and the jacket in a satisfied complaint file.

Any one in any group could by looking at the panel of any other group see how it was doing. He could see if the number of cards in it was increasing or decreasing and he could also see what was happening to the cards in his own group.

In addition to the foregoing a tri-monthly report was established which showed the following information in comparable form for each group:

- Cases pending last report
- Cases since received
- Footing
- Cases closed since last report
- Cases pending this report

A copy of this report was sent to the head of the department and to each of the five group managers.

The general procedure having been thus taken care of, and it having been decided that the work would be handled by five separate groups, the work of each group was now studied with a view to defining its objectives in terms of things to be accomplished. This, you will recall, as the first of the six things necessary to be done to obtain the best results, described in the forepart of this talk.

This done, the next step was to group the workers according to their aptitude for the various forms of work to be done. This, you will recognize as the second step.

The third step was to designate an individual as leader or group manager for each group. This you might very naturally think would have been done before the workers were assigned to the different groups, but it sometimes is desirable to see the size and character of the different groups before deciding who is to be responsible for them. Space was assigned to the different groups according to their requirements.

We were now ready to begin work under the new plan, but before doing so we needed to establish a measure of accomplishment. This you will recognize as the fourth step. In establishing this measure it was desirable that it should be the same for all groups, otherwise there would be no means of comparing the effectiveness of the different groups. After some thought it was decided to use the number of complaints dealt with. While all complaints did not require the same time and the complaints of some groups could on the average be handled more promptly than others, all of this had been taken into account in assigning the personnel to the different groups. While the number of complaints handled by the different groups was not comparable, the change from week to week in the number of pending complaints was.

At this point the person in charge of the complaint desk and the five group managers were called into conference. The whole plan was gone over and discussed at length. Each person was requested to study the plan in general and his part in it and to make such criticisms and suggestions as occurred to him. There were several meetings of this group. When there was a meeting of minds within it, each group manager called together his group and went through more or less the same procedure excepting that emphasis in the group meetings was upon understanding rather than suggestions, though the latter were given sympathetic consideration when offered. This corresponds to the fifth step.

The sixth step, as you will recall, was to devise and install a means whereby the accomplishment of each group would at all times be unavoidably apparent to all other groups. This had already been provided for through the visible index and the tri-monthly reports.

You very naturally will want to know the result of all of this. The result was a reduction in the number of pending complaints from between 1,200 and 1,800 to less than 400. This does not seem possible unless there was gross mismanagement under the former plan. This in a sense was the case. The department doing this work had grown up over a period of some twenty or thirty years. The work had been changed and increased by such administration but it had never been reviewed as a whole and simplified and coordinated during all this time. As a natural result there was a great deal of unnecessary work and unavoidable confusion.

Under the new plan not only was the work in connection with each complaint greatly reduced through doing away with unnecessary records, but all confusion as to what was to be done with the different forms of complaints was done away with. There was no longer any need for discussion as to what could or should be done. But this alone would not have obtained the desired results. Making it possible to do something is only part of getting it done. The will to do and pride of accomplishment must be stimulated. This was done through the visible indexes over the group managers' desks and by the tri-monthly reports. No group manager could for long stand knowing the other group managers knew he was making a poor showing. Even less could he stand an associate asking how it happened the number of cards in his visible index had increased. He would, of course, always offer the excuse that

the number of complaints had recently been more than usual, or that some of them had been troublesome, but he could not make this excuse indefinitely. In order to keep his standing among his associates, he simply had to keep up with the procession. The result, as stated, was a reduction in the pending complaints of from more than 1,200 to less than 400. This work was done over two years ago, and I was recently told that the pending complaints had never in this time risen above 400.

One thing in connection with this work that should be emphasized is the fact that the results obtained could not have been accomplished through any one or two of the foregoing features. It was the combined effect of all of them and their coordination that made them effective. People are apt to get a flash, an idea, to think of something and to make it effective without realizing its full implications. This is very apt to cause confusion rather than to simplify matters.

Our success in this work, however, as is often the case, created quite another problem. We were dealing with Civil Service employees and we found we did not have need for anything like so many as had formerly been used. We did not want to lay them off. But it seemed for a while as though there was nothing else to do. The complaints had always held the center of the stage and everything else had been sacrificed for them. When we started to look for work we soon found plenty of it.

For one thing, there was a very extensive filing system that had never worked satisfactorily. The fact is, the system, as a whole, had never been in use, and, naturally, that part that was in use did not work satisfactorily. You could never find anything when you wanted it. We fixed this up and did a lot of other things and so managed by improving and extending the service to keep the full force employed. But from the standpoint of the complaint work alone, not only did we cut the average time required for the handling of a complaint from over a month to less than 10 days, but we reduced the number of employees on this work more than 1/3.

This is a rather long and complicated story, but it shows how conditions can be improved through the use of non-financial incentives, and illustrates how and why they are effective. People are prone to think that financial incentives are effective of themselves; that no preparatory work is necessary to their effectiveness. But they are mistaken. While a financial reward is of itself stimulating, it seldom produces a satisfactory result unless the work is carefully planned. I have always felt that part of the reason why financial incentives are effective is the fact that the establishing of a measure of accomplishment upon which to base a bonus entails at least some planning. Also, the amount of the bonus earned by the different workers constitutes a measure of accomplishment as between them.

One of the errors most often committed in trying to make an organization more effective is to go in for time and motion study at the outset. The reason I mention this is that I want to emphasize the need for starting with simple things. Time and motion studies are among the last things rather than the first to be taken up. The first things to do are those above described. Take each of the six items

described, one by one, and see that it is taken care of, and get some simple system of this kind working before you attempt to go into refinements such as time and motion study. Make what you want to accomplish obvious, and establish a simple routine and you will find you will automatically get results. Give the employees an opportunity to feel pride in what they are doing and to match themselves one against the other. You will be surprised to see what this alone will accomplish.

The foregoing must not be taken as a model for all situations. Each situation is somewhat different and must be differently dealt with. It is given merely as an example of how one situation was handled and to illustrate how the procedure in that case was arrived at.

In doing work of this kind it is important that you should not become impatient with yourselves for not always seeing the best way at the outset or with the workers for not making an immediate response to your efforts. To get the best results you must keep eternally at it but you must be willing to make haste slowly.

11 35
DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

LECTURE IV

TECHNIQUES OF SUPERVISION

H. S. Person

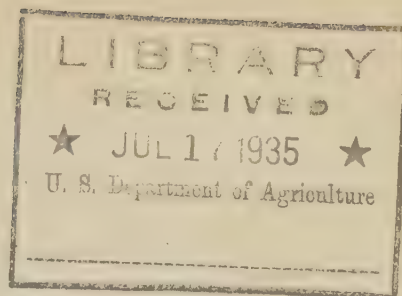
Friday, April 26, 1935

My talk today is really a unit of two distinct talks: The one today is concerned with supervision of small groups, and the other next week with supervision of large groups. We cannot draw that distinction sharply in so far as the basic techniques are concerned. The principles that apply to supervision in a large enterprise apply to that in a small one. Details of technique may be somewhat different, but the principles expressed are not different, so that the distinction between the two will not be as great as the arrangement of your program would lead one to expect.

I can recall some survivals of the type of supervision employed seventy-five and fifty years ago, and predominant at that time. I have seen foremen swear at workers; I have even seen a foreman kick a worker. More recently on a visit to a plant I was invited to go with the officers and foremen about sixty or seventy miles to a coast resort for a couple of days' foremen's picnic. I asked why it was that they were taking all the executives and foremen, leaving no supervision in the plant. The answer was, "The plant can run itself all right." Of course not indefinitely. In this progressive, modern type of supervision there was such a momentum of good response from workers that supervision could be removed for a moderate period and the response go on just the same. There is quite a change from the supervision of seventy-five years ago to that of the more progressive plants today. I do not mean to imply that the earlier type has entirely disappeared, but as a dominant type it has. Nor is the modern type which I have cited generally dominant today, but it indicates the trend.

It is worth while to spend some time on the span between the typical foremanship of seventy-five years ago and that of today. If we consider supervision of the Civil War period, we find it chiefly concerned with factories. There were practically no offices in those days -- no large assemblies of clerical personnel. The conventional plant of the day was one in which the owner was manager and supervisor. Most of the work was bench work with simple machinery and apparatus. Most of it could be gotten into one room - brought under the general surveillance of the owner-manager, who had grown up from the bench himself. He sensed the whole job. There was a personal relationship between owner and manager, and foremanship was automatic.

The Civil War called into being engineering skills and capacities that had not existed before. These engineers began to design and build new machines and larger machines. Plants began to purchase and install these machines in response to larger markets made possible by building of railroads into the middle and farther west. The plants became larger and division of labor developed rapidly.



Then arose a problem of supervision that had not existed before. The only thing that the owners knew what to do was to get some husky workman with both physical and mental power, and assign to him the responsibility of supervising the other workers. No science of supervision was at hand. Supervision by foremen was a new venture, and that is the period that brought out the "boss." "Boss" is a typically American word. It does not exist in any other language with exactly the same significance. He is the one who tells the workers what to do and when and how to do it -- not always definitely or clearly. He left a lot of guessing to the worker. He got his results largely by force of tongue and muscle.

That "boss" period had to give way because of inherent forces in the managerial situation. Following the period of the "boss" came the period of the "supervisor." It is the essential function and quality of the supervisor to be able to develop such a situation within the group that he can go off for two days on a picnic and the group go on working effectively just the same. Earlier the boss had to be present every minute. He had to be present every minute because he was everything in the situation; there was no organization, no pattern of response build up. So we have the early period of the owner-manager-supervisor all in one, then the period of the boss, and then the period of the supervisor -- the period we are now in.

Now I desire to call attention to two or three things that happened in the latter part of the period of the boss. Because plants were growing larger and the problems of getting work done effectively and economically more complicated, the problem of finding people who could supervise was also becoming difficult and complicated. Managers were beginning to realize losses because of a lack of coordination. There was really considerable soldiering by workers. Some was voluntary; but much was unconscious soldiering, not intended, the typical response of human beings to confused situations. Managers began to think about the problem of management and what we call the "management movement" developed. The very first thing which confronted managers was the problem of supervision, and in the 80's we find that the dominant subject of interest was wage systems - differential wage systems came into vogue. There were many systems, among them the Halsey, Rowan, Towne - Halsey and other devices of differential wage payments. As I read between the lines, the motivation was to find something that would serve as a self-control by the workers - make them boss themselves. A differential wage system establishes a financial incentive to deliver what is wanted by the manager, even if the worker has to work too hard for his own good.

Each advocate of a differential wage system began to study the characteristics of his system in order to get points in favor of it. Out of that grew cost accounting. That became the second subject of dominant interest in this management movement. Cost accounting arose largely because each deviser of a wage system wanted to prove that his system was best, and he kept account of costs to prove how much was saved by his system. About the turn of the century, we find that they had got so far in competitive comparison of differential wage systems that they began to discover that the wage system alone did not turn the trick. It was discovered that the managerial setting of the wage system was more important than the system itself.

Then they began to become interested in organization and methods, and the phases of management of dominant interest came to be "organization" and "system." One young man capitalized on this new interest and established a magazine called "System" about 1901 or 1902. All of this inquiry into differential wage systems, resulting in inquiries into costs, resulting in new forms of organization affecting results, had a profound influence on this problem of supervision. It accounts for the replacement of the boss by the supervisor.

Now let us look at some of the particular problems that they discovered in considering organization and system, and ways of doing things systematically.

In the first place, with increase in the size of markets and of factories, there was an increase in specialization and division of labor among and within plants. From the point of view of the worker, perspective began to disappear, he did not understand what was going on around him as did the earlier worker. When he lost perspective he lost understanding. He was less able understandingly to do the right thing at the right time. Then appeared the necessity for special provision for coordination; special principles and a special technique of supervision. It was discovered that there was involved: First, understanding by workers; second, proper facilities; and third, a proper emotional response.

I should like to say very clearly that my whole philosophy of management is one which assumes, because I believe it is true, that the attitude of the normal worker is to do a good job, and that where we find a worker not doing good work, the explanation is usually a bad managerial and supervisory situation.

How may we get understanding among workers in this modern large or even small organization in which there is so much specialization and division of labor? The first way to get understanding to the worker is by some sort of explanation of the purpose for which he is there and for which the group is working. This purpose can be explained to him in several ways. In small enterprises it may be explained by informal conversations on the part of supervisors, supplemented perhaps by some simple manuals. The manual need not be elaborate. There may be more formal group talks in larger organizations. I know of enterprises which, just to help give workers understanding and restore their lost perspective, offers them organized trips through the plants the same as for visitors.

An authority on personnel management was asked to inspect a situation in a large plant. One of his most important recommendations was based on the fact that he discovered that the workers were losing interest because they did not understand what it was all about. He heard workers remark that "they provide guides for guests to go through

this plant, but we have never seen it all, and do not know what it is all about." He recommended that the organization provide plant visits for their own workers on plant time. It was done and made measurable difference in the attitude of workers - gave them understanding by restoring their perspective.

After explanation of general purpose to promote understanding, the second critical factor is definition of the duties of each particular individual. You cannot define duties by an off-hand statement to a worker. Generally one cannot in a casual way tell the worker what is to be done and have the worker understand with the desirable precision. There should be written instructions and organizations charts, and the worker should have access to those parts pertaining to him and his relationship to the work. He should have not only a simple manual covering the entire purpose of the plant, but a very definite detailed section of the manual that pertains to his own location and relationships and responsibilities. Then, third, a definition of duties may come from that additional device identified by general term "standards," of which I shall speak more in detail.

This third thing that gives workers understanding, called standardization, involves a large measure of technique. Standards give the worker detailed information about how to do the tasks expected of him as completely and in as much detail as the managements information. These standards are numerous and it takes considerable time to formulate and classify them. They are of fundamental importance; they get into details of situations and duties. These standards may be classified as standards pertaining to apparatus, tools, machines and other equipment; materials that enter into each item of product; methods of performing operations; quantity of output desired, quality expected, and the reasonable time within which any operation should be performed. This requires analysis of product items, analysis of materials and analysis of operations - called job analysis. From these should result written specifications concerning the kind and quantity of materials required to make the product of each operation, quantity of items desired, the quality standards and tolerances, the most suitable machines, attachments and tools to use, and the best way of performing the operation.

You can call in from the street 20 or 25 young people who have never had any training or instructions in office work, set them down at a row of tables, and ask them to do almost the simplest work that can be done; and you may find a deviation from the average quantity of work turned out as great as 50 to 75 percent. Then if you study the work and make a job analysis, you will discover the best way to do it. Then you write out instructions and give them to the workers, and perhaps help their understanding by some manual demonstrations. You will be surprised in the result; the deviation may be brought within 5 to 10 percent. You have given them understanding about methods of work, and not left that responsibility to them. The slowest worker will not have to be bawled out because he did not have the experience or the ingenuity to do as well as the fastest, or because he did not do it the best way, never having been told the best way. The combination of standards pertinent to any particular piece of work we call "specifications."

When I sat down this forenoon to write out the outline notes which I am now following, to be typed, I not only took pains to indicate indentations of my manuscript but I put between each line the figures 1, 2, or 3 with circles around them to indicate spacing and when I was through I put on the copy "one original and one carbon." The little numbers in circles indicated the spacing I wanted for my particular eyes, and the notes concerning number of copies indicated exactly what I wanted. I got exactly what I wanted. On the other hand, the other day a piece of work was put through our office and I asked how many copies were being made. The reply was "I don't know." It turned out three were being made and that six were really needed. That required a new start at the typing - wasted work and irritated workers. There should have been positive notation on the manuscript concerning the number of copies wanted. I make it my own practice to put on the first page of a copy not only a statement as to the number of copies I want but also the stock on which I want it. I have in mind a recent report which we got out. First, the number of copies and stock on which it was to be typed were indicated - one original and so many carbons; original on regular stock, carbons on thin paper; pages so and so to be typed on canary colored paper, so that the conclusions and recommendations would stand out clearly. Accompanying it were specifications as to the margins; left, right, top margin and bottom margin. That work came out, although a half dozen girls worked on it, completely uniform. On all the stock in my private professional office, a colored line is printed inconspicuously near the lower left corner, so that the typist knows when she turns up that mark that the bottom line has been reached. Our typed manuscripts always have uniform bottom margins. Every page is just the same. Those are devices for giving understanding.

We undertook in our office the coloring of maps to show the distribution of certain social characteristics. Before we knew it the coloring had been begun but with no logic in the selection of colors. They were just different. No one was responsible because no one had been given instructions. We worked out a standard whereby gradation of color in one direction from the middle of the spectrum meant different degrees of plus, and gradations in the other direction meant different degrees of minus. A glance at one of these maps makes an impressionistic reading easy: Violets, indigos, blues for plus variations; green for neutral; yellows, oranges and reds for minus variations - as for instance percent of increase or decrease of population.

Speaking of agriculture, I remember seeing once complete specifications worked out by a nurseryman of the Forest Service which gave every specification for nursery work; planting seeds, cultivating, thinning, and then the transplanting; and the descriptions of devices for use in doing these things - a splendid piece of work. We should have something of that sort in all our work. You must have it in public works - a dam and other engineering work. You should have that same degree of engineering in small groups of workers doing simple work. It makes such a difference in the responsiveness of the workers and the output.

Now a few words about facilities - proper apparatus, proper tools, proper flow of work and proper working conditions generally.

The late Wm. H. Leffingwell, a specialist in office management, told me over and over again of his experience in going into the general offices of manufacturing plants and having them do this: He would have them get out a week of orders and compile the total time of the clerks handling those orders during that week, and, dividing the orders into the time, get the number of minutes required for handling an order, then would take several samples of each type of order and have one girl sit down and do all of the work necessary on those sample orders and divide the number of orders handled into her time. Invariably he discovered that she would do the work in, say, 40 minutes per order that the mass average showed required 400 or 500 minutes per order.

Inspection showed a lot of idle time when the work was done by the division of labor method, and inspection showed further that idle time was caused by these annoying wire baskets in which you put the work when you finish with it. It didn't get moved from one worker to the next promptly; it was held in a basket until it was full. He set up a messenger service system; a boy who went around continuously and picked up even one piece of paper in a basket and took it to the next person, so that the work was kept moving along. It reduced the average time for handling and everybody was happy about it; the costs of doing the work were reduced and the workers could be, and were, paid more.

I know of another case in the manufacture of small electrical parts like the coils in radio receivers, requiring a good deal of handling of fine wire and lots of fine soldering. Col. King Hathaway, when he inspected the conditions of management in that plant, discovered how great variation there was in the time required by different girls to make a coil. Some of the girls were trying to solder tiny parts with soldering-irons which were too large and heavy. That was like trying to cut a fine stitch with a big pair of shears. He arranged at each work-place a battery of soldering-irons of varying size, and then when a job order went through for the girl to make a hundred or a thousand particular coils, that order carried as part of the specification the number of the soldering-iron, as determined by experiment, which should be used. This arrangement made a great difference in the efficiency of workers; the burning of fingers, spoiled work, and irritations of other kinds.

The management must take care that the tools are the best for the purpose. It must take care of the conditions of work - heat, light, ventilation, nature of work desk and chair, and so on.

The question of workers' responsiveness is related to this matter of understanding and proper facilities. Mr. A. V. Hill, a distinguished English psychologist, has divided fatigue into three types: (1) The muscular fatigue which comes from intense muscular effort in a brief period, as lifting a heavy trunk from the sidewalk onto a truck;

(2) the muscular fatigue that comes from very slight effort, but prolonged in time, as holding a book out at arms length for five minutes or so; and (3) emotional fatigue, the fatigue that comes from irritations.

Have you ever used the conventional community pen in the Post Office, and said, "That makes me tired"? Have you ever said of your superior "He makes me tired"? Have you ever said of a typewriter, "It makes me tired"? That reaction of irritation from something that seems unsuitable or wrong - the pen or something else that does not work; somebody who has said an unkind thing to you - those things make one tired. That is a correct use of the English language because it generates the same sort of chemical reactions in the blood as do the muscular fatigues.

You can now see that the failure to give workers understanding and proper facilities causes failure in responsiveness, in part because of lack of understanding itself, and in part because of the emotional fatigue which is generated in them.

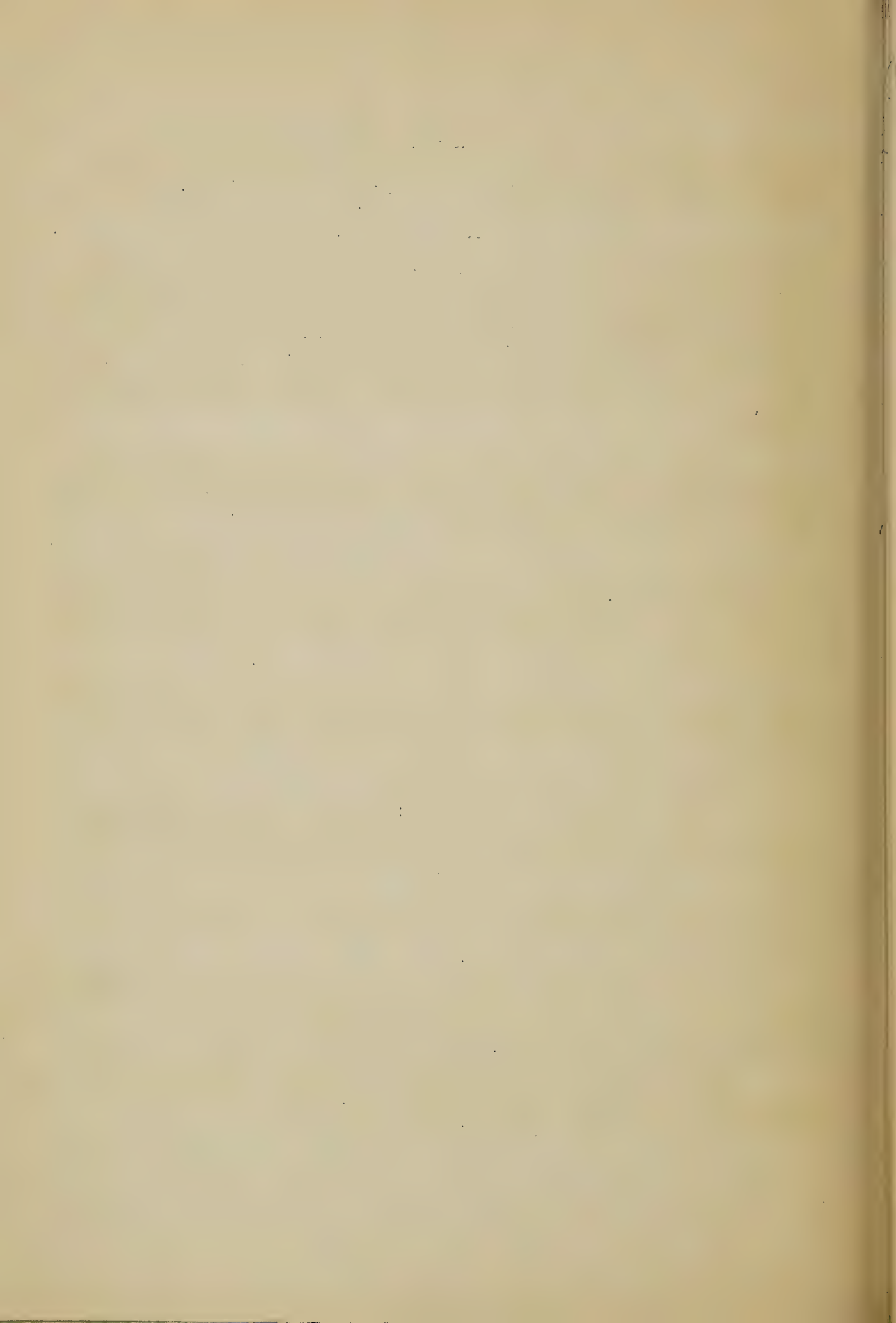
Unsuitable conditions and materials, unkind relationships, thoughtless relationships, unjust relationships, all of these generate an emotional fatigue which has a very great effect on the quantity and the quality of the output and on good will generally, sometimes generating ill will.

When once you get this sort of situation in a group, just because it is a group there is a certain contagion which makes it grow, and you get a multiplied effect on the output and quality of work.

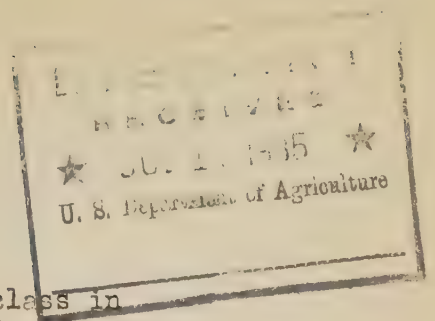
In summarizing let us emphasize;

1. The necessity of giving each worker complete understanding of his total situation, of that particular situation in which he finds himself, and of detailed conditions of each task or job;
2. The necessity of giving each the proper facilities and an understanding of how to use them;
3. The necessity of avoiding all influences which tend to generate emotional fatigue - influences which are innumerable, but generally pertain to lack of understanding, unsuitable facilities and working conditions, and discourteous, unkind and unsympathetic relationships.

These things have to be adapted to particular managerial and supervision situations. You must take the principles and have originality enough to apply them to your particular situations.

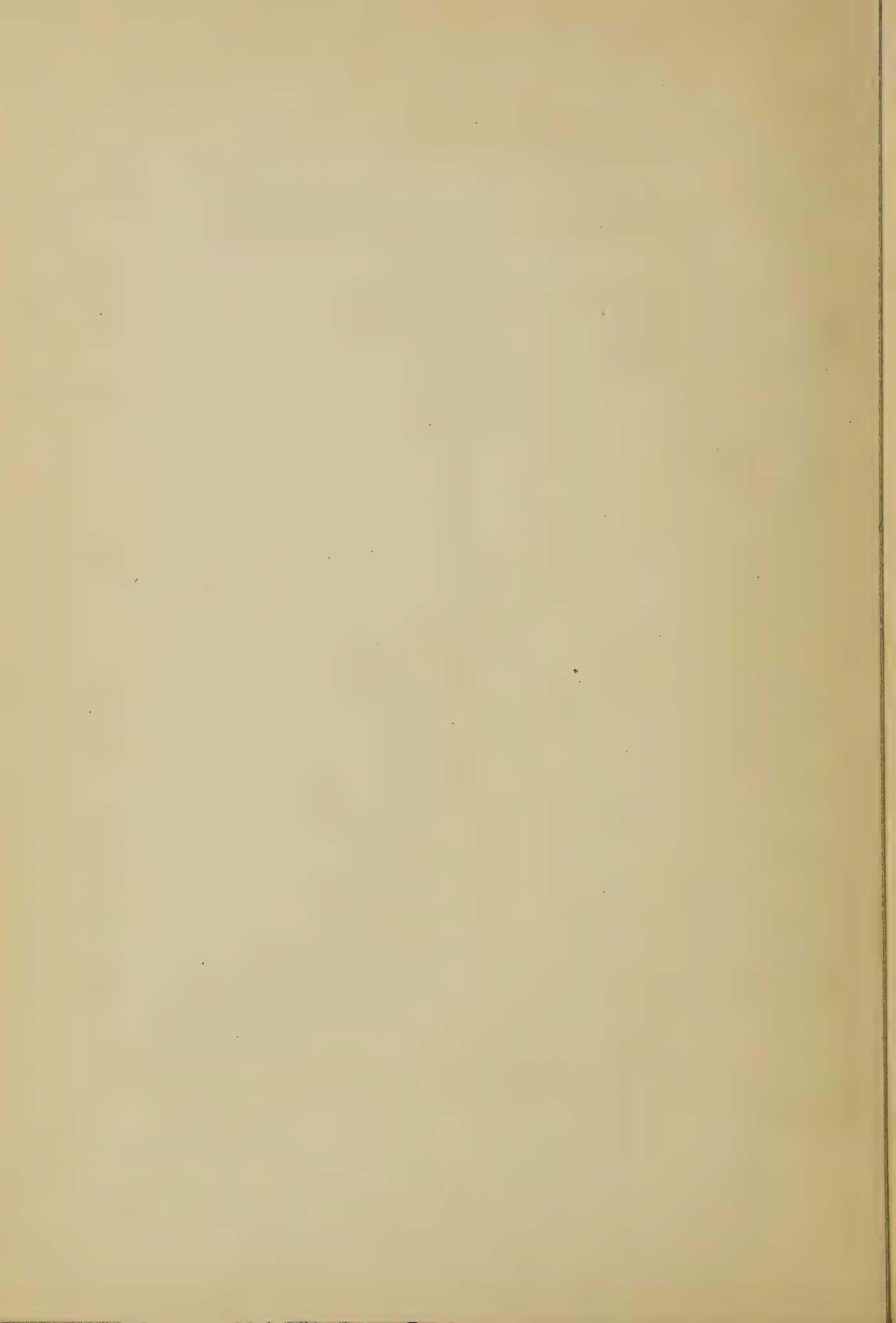


GRADUATE SCHOOL
DEPARTMENT OF AGRICULTURE

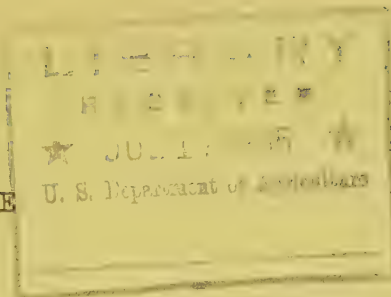


Notice in regard to reserve books for the class in
"Elements of Personnel Administration"

Books on the list which was distributed at the last lecture will be on reserve in room 1052 of the Department Library as soon as they can be obtained. They will be available for reference there during the day and may be taken out for overnight use. They cannot be withdrawn until 4:30 (on Saturday, after one o'clock) but arrangements have been made to have the Library open for the benefit of the class each afternoon from 4:30 to 5:30 (on Saturday from 1 to 1:30). Books must be returned early the next morning and some one will be on duty in the Library to receive them between 8:30 and 9:00. Books taken out on Saturday would not, of course, be returned until Monday morning. With such a large class the problem of giving access to the books for all members of the class is serious, although the School has purchased several copies of some of the books. Members will not, therefore, be permitted to take out more than one book at a time. On Friday afternoons, since the lecture lasts until 6:15, it has been arranged to have the Library open from 6:15 to 6:30 for the members who are not in the Department of Agriculture. The opening of the Library for the hours mentioned above will begin on Saturday, April 13, 1935. These arrangements are subject to change according to the demand for the books.



GRADUATE SCHOOL
UNITED STATES DEPARTMENT OF AGRICULTURE



SCHEDULE
DISCUSSION GROUPS

ELEMENTS OF PERSONNEL ADMINISTRATION

<u>DAY & DATE</u>	<u>BUILDING</u>	<u>ROOM</u>	<u>HOUR</u>
<u>MONDAY</u>	Agriculture	Auditorium	4:45 PM
April 29	Interior	6113	3:45 & 4:45 PM
May 13 & 27	Civil Service Commission	266	4:45 PM
	Labor	4217	4:45 PM

* * * * *

<u>TUESDAY</u>	Agriculture	212 Administration	4:45 PM
April 30	Agriculture	5110-A South	4:45 PM
May 14 & 28	Commerce	5806	5:00 PM
	Old Post Office	Dining Rm. 8th fl.	3:45 PM
	Civil Service	266	4:45 PM

* * * * *

<u>WEDNESDAY</u>	Agriculture	Auditorium 1/	4:45 PM
May 1 - 15 & 29	Veteran's Adm.	1000 Arlington Bldg.	4:45 PM
	Internal Revenue	3046	4:45 PM

* * * * *

<u>THURSDAY</u>	Labor	4217	4:45 PM
May 3 <u>2</u> /, 16, June 6			

* * * * *

<u>SATURDAY</u>	Agriculture	5110-A South	1:45 PM
May 4, 18 and June 1			

1/ June 5 substituted for May 29. 2/ Friday.

Your registration card will admit you to the building where the discussion class is to be held. Probably you should also have this schedule with you as watchmen at the doors of the various buildings may not have been informed that the discussion group was to be held in the building in question.

* * * * *

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

Examination

June 7, 1935

1. T. F. A good manager need have only a general knowledge of each kind of work done by supervisors and sections coming under his supervision.
2. T. F. The apprentice system is inferior to the instruction course method.
3. T. F. The best type of supervisor in a large unit doing simple standardized work is the _____ type: In an office utilizing mainly research workers is the _____ type.
4. T. F. Disciplinary problems very often do not arise out of office difficulties.
5. T. F. In educational training it is not possible to do an effective job without first having a definition of objective.
6. T. F. The principles of supervision and personnel work are identical as between the small group and the large group.
7. T. F. There is a close relationship between supervisory ability and disciplinary problems.
8. T. F. In many cases severity of punishment is essential in order to break the chain of bad habits.
9. T. F. After all management supervision amounts to little more than a teaching job.
10. T. F. There must be supervision to alleviate emotional fatigue.
11. T. F. All employees in a group cannot be supervised in like manner.
12. T. F. In the government service today there is no need for the establishment of a formal board of appeals for complaint cases.
13. T. F. It is fair to an employee to allow him to work his full six months probationary period and then if his work is unsatisfactory discharge him.
14. T. F. "Job Analysis" means a study of what must be done to obtain objectives previously determined.
15. T. F. It is unwise to keep records of accomplishment of a group secret.

16. T. F. The employee who is characteristically the sociable, talkative, imaginative person is called an _____ and the person with opposite characteristics an _____.

17. T. F. No matter what methods of adjusting complaints you devise certain friction will develop in any large organization.

18. T. F. There is no place for public action of a disciplinary kind.

19. T. F. Work should be made a game.

20. T. F. Ordinarily the primary importance of a job is its economic value.

21. T. F. In complaint cases the spiritual approach is everything -- the machinery nothing.

22. T. F. Defining the objectives of a particular job is another way of saying "let the situation give the order."

23. T. F. A necessary adjunct of a good training program is an educational department for supervisors.

24. T. F. The most advanced ideas and methods concerning supervision and the personnel work have been developed in the large enterprises.

25. T. F. The cause for the presence of chronic complaints in a section is usually found to lie in the supervisor.

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

Examination

June 7, 1935

According to the lectures it seems that:-

1. T. F. The principles of supervision and personnel work are identical as between the small group and the large group.
2. T. F. The most advanced ideas and methods concerning supervision and personnel work have been developed in the large enterprises.
3. T. F. The apprentice system is inferior to the instruction course method.
4. T. F. There must be supervision to alleviate emotional fatigue.
5. T. F. Work should be made a game.
6. T. F. It is unwise to keep records of accomplishment of a group secret.
7. T. F. The employee who is characteristically the sociable, talkative, imaginative person is called an _____ and the person with opposite characteristics, an _____.
8. T. F. All employees in a group cannot be supervised in like manner.
9. T. F. The best type of supervisor in a large unit doing simple standardized work is the _____ type; in an office utilizing mainly research workers is the _____ type.
10. T. F. Ordinarily the primary importance of a job is its economic value.
11. T. F. The cause for the presence of chronic complaints in a section is usually found to lie in the supervisor.
12. T. F. Defining the objectives of a particular job is another way of saying "let the situation give the order."
13. T. F. In the government service today there is no need for the establishment of a formal board of appeals for complaint cases.
14. T. F. In educational training it is not possible to do an effective job without first having a definition of objectives.
15. T. F. "Job analysis" means a study of what must be done to attain objectives previously determined.

16. T. F. No matter what method of adjusting complaints you devise, certain frictions will develop in any large organization.
17. T. F. A good manager need have only a general knowledge of each kind of work done by supervisors and sections coming under his supervision.
18. T. F. In complaint cases the spiritual approach is everything -- the machinery nothing.
19. T. F. After all, management supervision amounts to little more than a teaching job.
20. T. F. A necessary adjunct of a good training program is an educational department for supervisors.
21. T. F. In many cases severity of punishment is essential in order to break the chain of bad habits.
22. T. F. There is no place for public action of a disciplinary kind.
23. T. F. It is fair to an employee to allow him to work his full six months probationary period and then if his work is unsatisfactory discharge him.
24. T. F. There is a close relationship between supervisory ability and disciplinary problems.
25. T. F. Disciplinary problems very often do not arise out of office difficulties.

DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL

Elements of Personnel Administration

Examination

June 7, 1935

According to the lectures it seems that:-

1. T. F. All employees in a group cannot be supervised in like manner.
2. T. F. In the government service today there is no need for the establishment of a formal board of appeals for complaint cases.
3. T. F. It is fair to an employee to allow him to work his full six months probationary period and then if his work is unsatisfactory discharge him.
4. T. F. "Job analysis" means a study of what must be done to attain objectives previously determined.
5. T. F. It is unwise to keep records of accomplishment of a group secret.
6. T. F. The employee who is characteristically the sociable, talkative, imaginative person is called an _____ and the person with opposite characteristics, an _____.
7. T. F. A good manager need have only a general knowledge of each kind of work done by supervisors and sections coming under his supervision.
8. T. F. The apprentice system is inferior to the instruction course method.
9. T. F. The best type of supervisor in a large unit doing simple standardized work is the _____ type; in an office utilizing mainly research workers is the _____ type.
10. T. F. Disciplinary problems very often do not arise out of office difficulties.
11. T. F. A necessary adjunct of a good training program is an educational department for supervisors.
12. T. F. The most advanced ideas and methods concerning supervision and personnel work have been developed in the large enterprises.
13. T. F. The cause for the presence of chronic complaints in a section is usually found to lie in the supervisor.
14. T. F. In educational training it is not possible to do an effective job without first having a definition of objectives.

15. T. F. The principles of supervision and personnel work are identical as between the small group and the large group.
16. T. F. There is a close relationship between supervisory ability and disciplinary problems.
17. T. F. In many cases severity of punishment is essential in order to break the chain of bad habits.
18. T. F. After all, management supervision amounts to little more than a teaching job.
19. T. F. There must be supervision to alleviate emotional fatigue.
20. T. F. No matter what method of adjusting complaints you devise, certain frictions will develop in any large organization.
21. T. F. There is no place for public action of a disciplinary kind.
22. T. F. Work should be made a game.
23. T. F. Ordinarily the primary importance of a job is its economic value.
24. T. F. In complaint cases the spiritual approach is everything -- the machinery nothing.
25. T. F. Defining the objectives of a particular job is another way of saying "let the situation give the order."



1.9	U.S.D.A.
AG8IEP	Element
1935.	tion. I
	1935,
APR 4 1938	Teabe. C
	For 3/2/38
	Br. 2729.1
DEC 16 1940	SMR 29.1
	Reading
MAR 23 1941	Grad. Ter

